

Mission District Urban Design Study

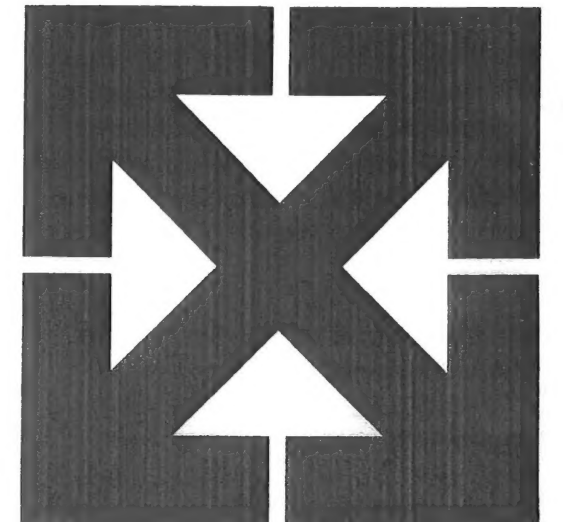
prepared for
The San Francisco
City Planning Commission

Ronald Pelosi, President
William M. Brinton, Vice President
James Kearney
Mrs. Charles B. Porter
Orris W. Willard

Ex Officio:
Thomas J. Mellon,
Chief Administrative Officer
Virgil L. Elliot, Alternate
James K. Carr, Manager of Utilities
William J. Dwyer, Alternate

Staff:
James R. McCarthy,
Director of Planning
Edward I. Murphy,
Assistant Director of Planning
Lynn E. Pio,
Administrative Secretary

prepared by
Okamoto/Liskamm
Planners & Architects AIA
San Francisco and New York
Development Research Associates
Economic Consultants
Los Angeles



**Mission District
Urban Design Study**

**prepared by
Okamoto/Liskamm
Planners & Architects AIA
San Francisco and New York
Rai Y. Okamoto
William H. Liskamm
R. T. Freebairn-Smith
Frank E. Williams**

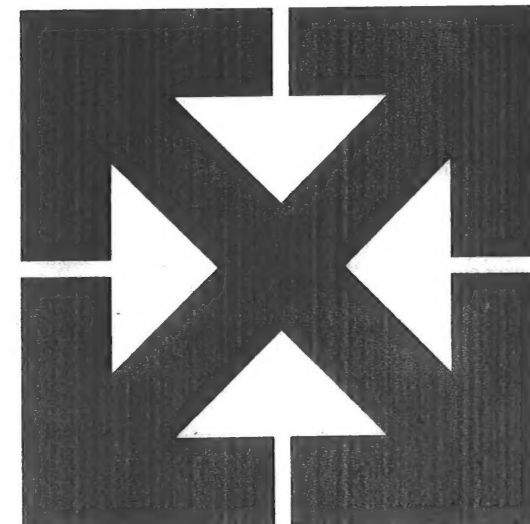
**Development Research Associates
Economic Consultants, Los Angeles
John W. McMahan
Lewis N. Wolff**

**Jeremiah O. Bragstad
Photographer**

**gratefully acknowledged is
the cooperation and assistance of:
Phoebe Brown
San Francisco Planning Department
Norman Murdoch
San Francisco Redevelopment Agency**

**and the staffs of the:
San Francisco City Planning Department
San Francisco Redevelopment Agency
and other City Departments**

February 1966



The Mission District Urban Design Study includes general planning, economic and social considerations together with visual and physical factors. It has been prepared in the context of several important planning and renewal programs being conducted in San Francisco. A General Neighborhood Renewal Plan called the Rapid Transit Corridor Study, which includes the Mission District, is underway. The city-wide Community Renewal Program has recently completed studies of commercial and industrial blight in the Inner Mission area. Of major direct importance is the imminent construction of two Bay Area Rapid Transit stations on Mission Street, one at 16th Street and one at 24th Street. Finally, the City's trafficways plan is undergoing a comprehensive re-study which includes the Mission Corridor.

Integration of the Mission District Urban Design Study with the substance and goals of these programs has been a primary consideration of the consultants. Where independent recommendations have been made they have been in response to the purposes of this study.

The pressing need to deal with the opportunities presented by Rapid Transit construction, and the Mission District's share of typical urban problems have been recognized by the San Francisco Board of Supervisors' resolution declaring the Mission District to have first priority among proposed renewal projects. Unprecedented growth and development opportunities exist, unequalled in the Bay Area, by virtue of these programs. By the careful coordination and scheduling of studies and improvement programs, environmental benefits may accrue to the Mission District and its neighborhoods.

DOCUMENTS DEPT.]

* 352.5
Sa 525 mi

[. 66 21

San Francisco Public Library

71

* 352.5
Sa 525 mi

6 21

Francisco Public Library



Mission Dolores

The Mission District is an identifiable area occupying 1800 acres in the heartland of San Francisco. Still primarily family residential in character, it lies in a flat valley defined by the Central Freeway and Market Street on the north, the Bayshore Freeway and Potrero Hill on the east, Bernal Heights on the south, and Twin Peaks and Diamond Heights to the west. Occasionally called "a city within a city", its population approximates 80,000 persons, and in addition to stable amenity-rich residential areas, it possesses a variety of commercial enterprises, some of Bay Area-wide significance. As a place to live, the district is gifted with a warm and sunny climate and provides a suitable setting for Mission Dolores and other institutions reflecting San Francisco's historical origins. It is the birthplace of many San Francisco civic leaders. Gently bounded by hills on three sides, there are pleasing urban views and a sense of place and identity.

People in the Mission are a typically American cosmopolitan community of many backgrounds. New citizens from Latin America have intensified the commercial and cultural life of the community.

As a major sector of San Francisco, the Mission District shares the City's urban problems. Extensive commercial blight seems apparent, some reaching into adjacent residential areas. Major construction for the new subway under Mission Street means not only a difficult period of change and adjustment during and after its construction, but also potential for improved service and access to the area.

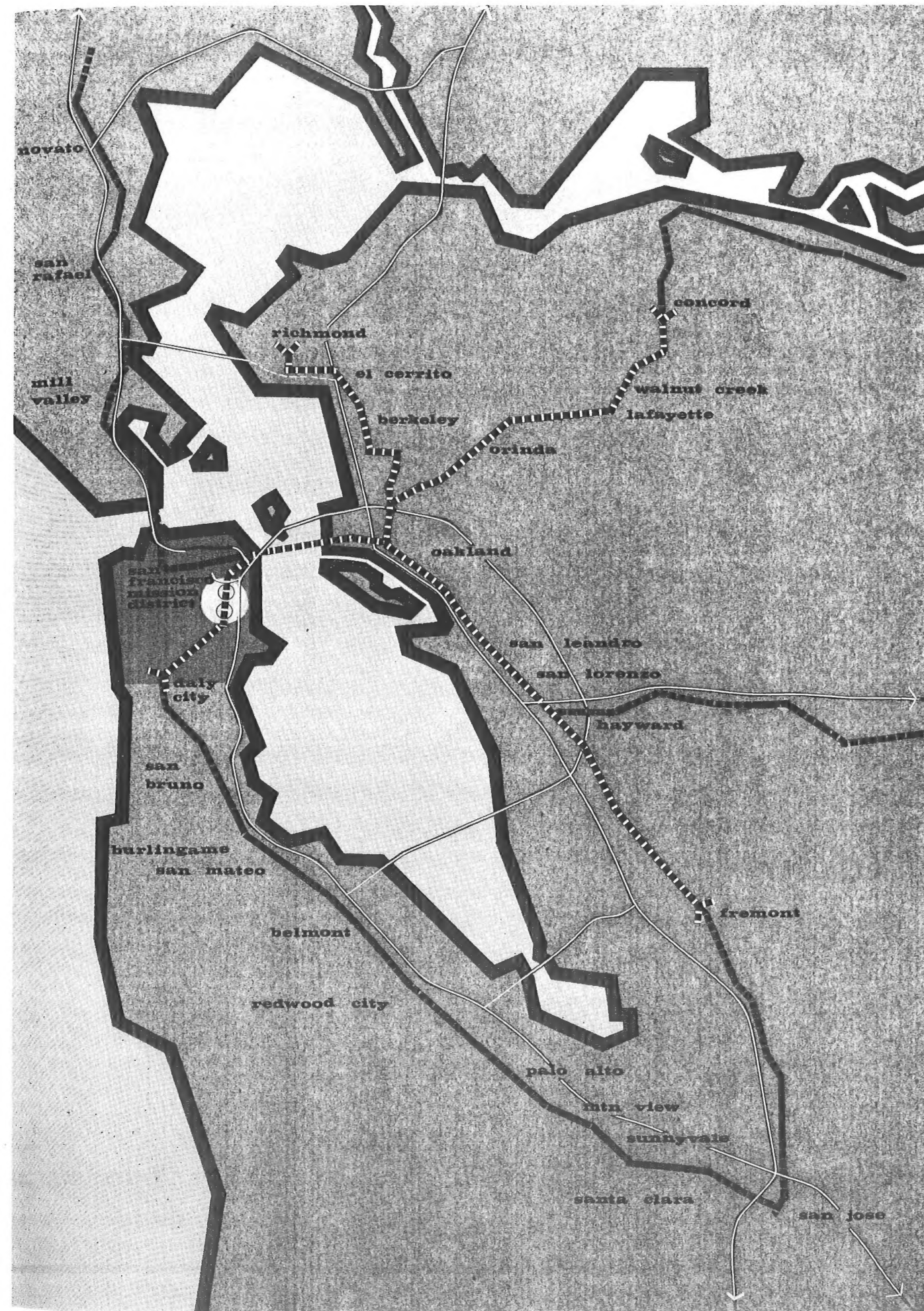
A subtle shift appears to have begun recently in the traditional social profile of the Mission. The number of single residents and childless couples has increased, and many families with children are leaving. While this phenomenon is typical of many central urban areas, the community itself has expressed a desire to arrest this trend and improve the housing and shopping facilities for family living. This goal seems compatible with City policy.

The majority of these problems and opportunities focus on Mission Street from Duboce Street to Randall Street, and in the corridor between South Van Ness Avenue and Valencia Street. This critical central area, which includes the two Mission Street rapid transit stations is the subject area of this study.

ars to have begun re-
tional social profile
e number of single
less couples has in-
r families with children
e this phenomenon is
entral urban areas, the
as expressed a desire
and improve the hous-
ilities for family liv-
ms compatible with City

ese problems and op-
n Mission Street from
Randall Street, and in
en South Van Ness
icia Street. This criti-
which includes the two
id transit stations is the
's study.

Mission District



Mission District's Regional Setting

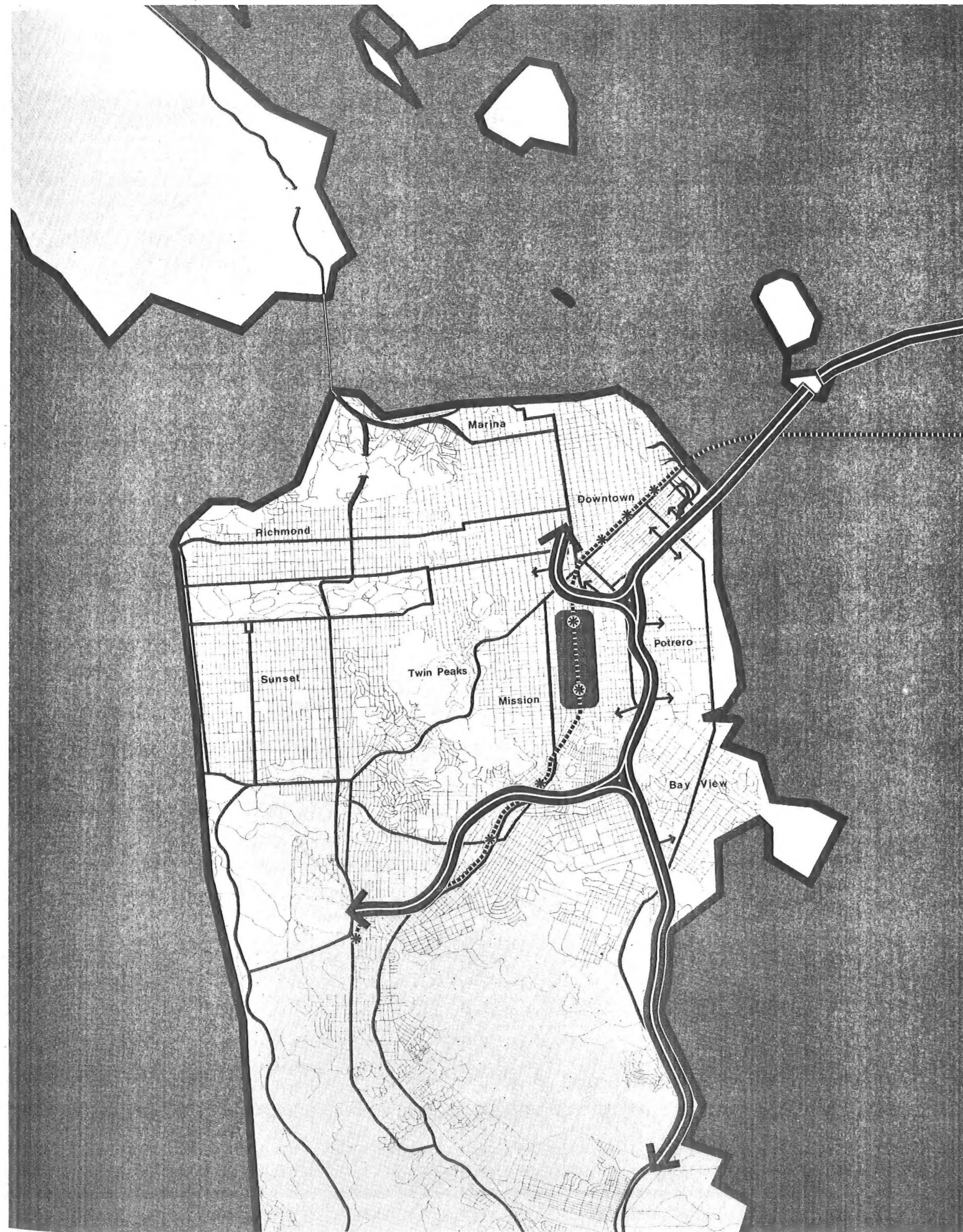
■ ■ ■ Rapid Transit
—— Major Regional Routes

This study is preliminary in the sense that subsequent planning and urban renewal studies may follow and will necessarily be more detailed and precise. Its importance, however, lies in the fact that rapid transit construction schedules are presently ahead of the City's development plans. The study, therefore, represents a recommended statement of the City's development policies, standards and goals for the area against which to measure Bay Area Rapid Transit District proposals. The study also indicates a projection of the combined effect of rapid transit and improvement programs.

A specific purpose of the study was to determine and recommend necessary actions in the immediate vicinity of Bay Area Rapid Transit District stations at 16th and 24th Streets which would help to assure maximum public and private benefit from station construction.

The following general purposes were pursued:

1. To project in economic and physical terms the development expected to result from station construction, normal obsolescence and rebuilding, the Mission's share of normal growth, and the consequence of other plans and programs
2. To portray these projections in an urban design which would illustrate optimum building, circulation and open space relationships, based on the fundamental principle of gaining maximum community benefit from transit and other factors causing change
3. To propose a preliminary summary statement of city development and design policy in the station areas
4. To identify for retention and enhancement, physical, visual, social and economic elements or systems within the area
5. To study the relation of other planning activities where appropriate, and to provide a focus for the coordination of these activities within the study area



Continuity, coordination, review and response characterized all aspects of the study. Before the present contract was undertaken, Okamoto/Liskamm consulted for a year with the Mission District Renewal Commission, a body of private citizens representing property owners, merchants, residents and major institutions in the Mission District. Weekly meetings were held for the general purpose of informing the citizens regarding planning, renewal and transit, and specifically to formulate a set of broad environmental and development goals in anticipation of imminent improvement programs. These goals are summarized in the Mission Renewals, prepared by Okamoto/Liskamm and published by the Mission District Renewal Commission. Representatives of the City departments involved, as well as of BARTD, attended these meetings regularly. Continuity with these community members and City and BARTD representatives, has been maintained by frequent information meetings, since commencement of the present study for the San Francisco City Planning Commission.

A period of analysis and inventory was undertaken to identify the character of the area in physical, economic and social terms. During this period, the plans of other programs, in particular of BARTD were reviewed continually with reference to the area's assets, and to the aforementioned community goals.

Simultaneously, during the initial period, market analyses were prepared to determine the economic impact of transit construction and improvement programs. The new rapid transit in Toronto was examined as well as new extensions in Cleveland. Several hypotheses were formulated as to physical form, activity, density mix and circulation. These patterns were subsequently tested and evaluated on several bases including conformity to expressed community goals, relation to standards

of good planning and urban efficiency (particularly circulation), and their relative ability to gain maximum benefit from transit station construction. Additionally, they were examined for their ability to provide such community amenities as open space, plazas, pedestrian walks, new housing sites, and a sense of place and feeling of order. Finally, in view of the imminent and real nature of transit construction and improvement programs, these alternatives were reviewed for their broadly viable and realistic characteristics in terms of implementation.

This period of testing and re-examination of the urban design involved frequent reviews and response from numerous City agencies, as well as from BARTD, the community, and our economic consultants.

The final synthesis of all factors as we present it here, however accurate our judgements and projections may be, represents a stage in the continuing process of city building and re-building. The precise configuration of buildings and spaces may be modified by subsequent study or unforeseen economic and social forces. Achievement of pleasing urban design characteristics therefore depends, in our opinion, on discovering by a careful search a visible order among the relatively permanent elements of the city. Public spaces and service systems, as well as historical landmarks and institutions, are among these. The projected needs of transit and the new development it stimulates will provide others which will remain for many years as the major determinants of the appearance of the Mission District. Our design approach has sought to identify, quantify, and locate these elements, to avoid costly relocation in the future, and to provide a strong image and pleasant framework for the growth and changing patterns of activities in the Mission District.

Approach and Methodology

nd urban efficiency
ation), and their
gain maximum bene-
ion construction. Ad-
are examined for their
such community ameni-
plazas, pedestrian
g sites, and a sense of
of order. Finally, in
ent and real nature of
and improvement pro-
riatives were reviewed
able and realistic
erms of implementa-

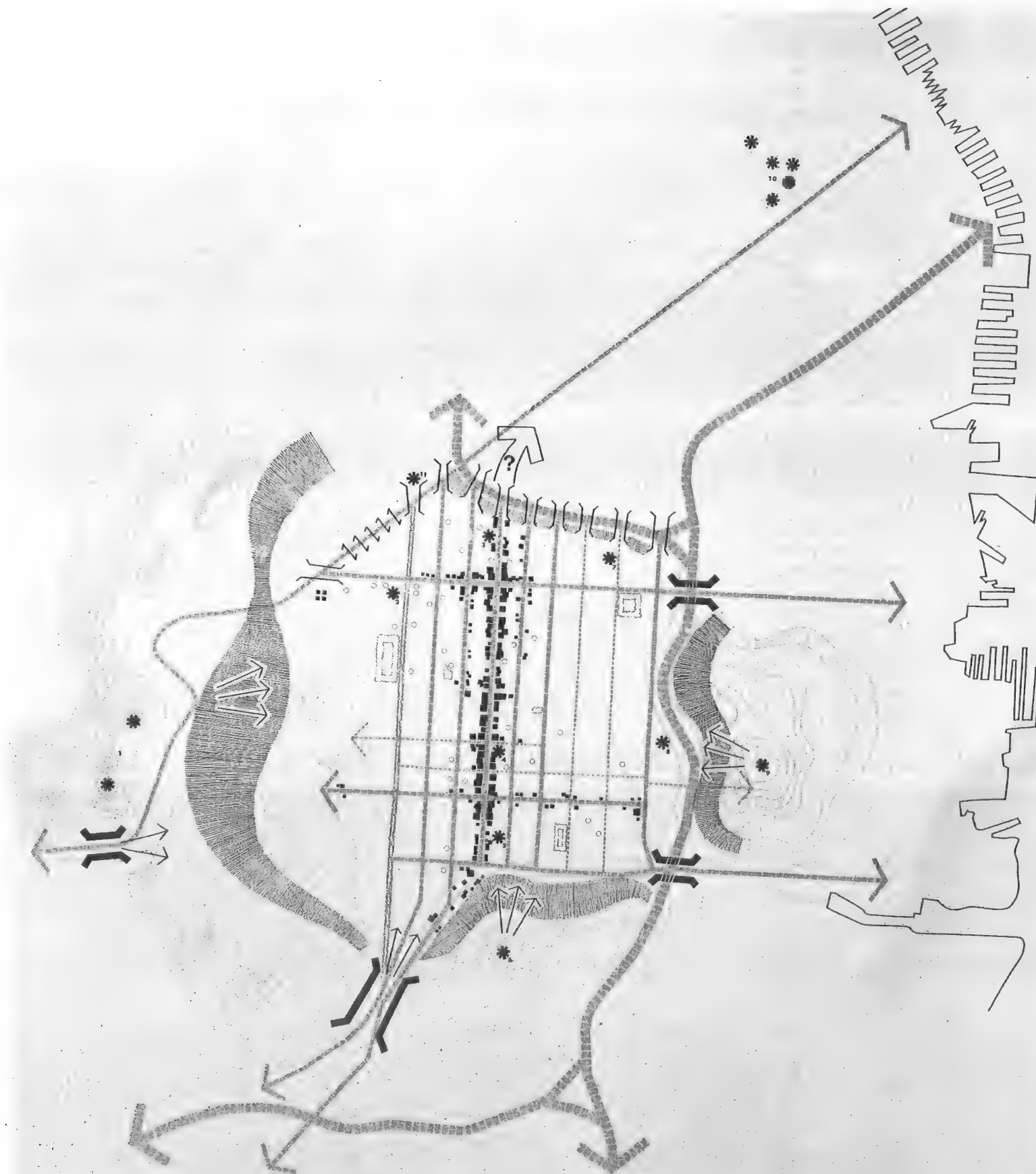
ng and re-examination
involved frequent re-
from numerous City
as from BARTD, the
or economic consultants.

of all factors as we
wever accurate our
jections may be,
in the continuing pro-
g and re-building.
uration of buildings
modified by subse-
rseen economic and
ievement of pleasing
acteristics therefore
inion, on discovering
a visible order among
manent elements of the
is and service systems,
al landmarks and in-
ng these. The project-
and the new develop-
will provide others
for many years as the
s of the appearance of
t. Our design approach
rify, quantify, and lo-
rs, to avoid costly re-
ure, and to provide a
pleasant framework for
anging patterns of ac-
sion District.

Mission Street at
24th Street Today



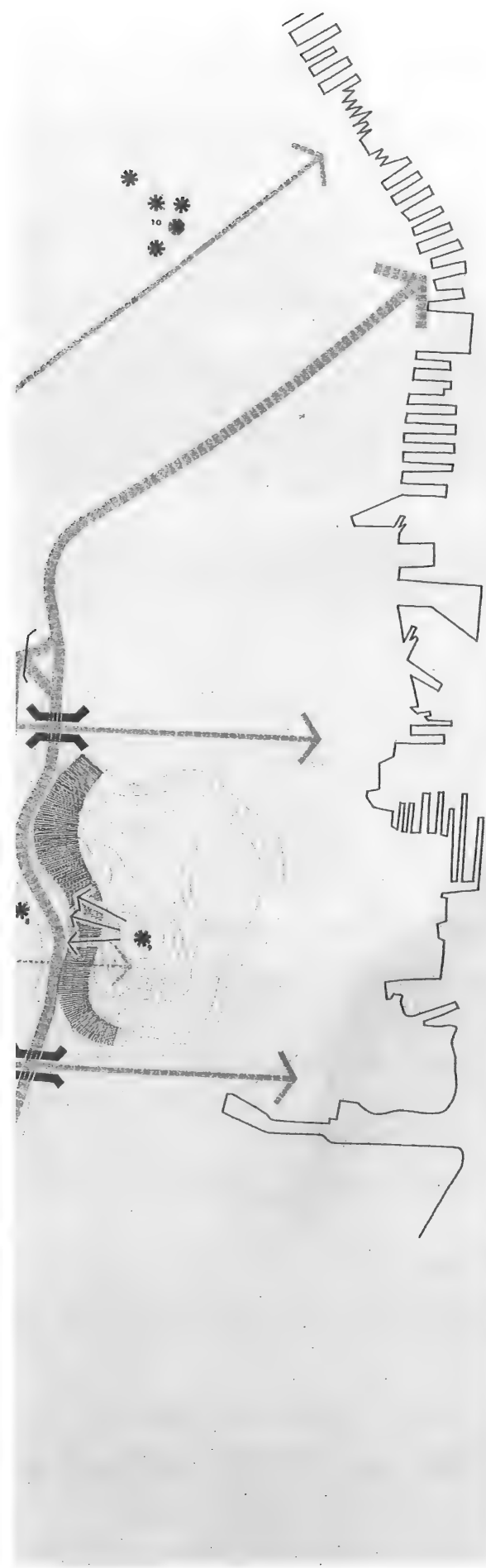
Visual Survey
Existing Image












- * 1 Twin Peaks
- 2 Mission Dolores
- 3 Armory
- 4 Bay View Federal Savings
- 5 Telephone Building
- 6 Bernal Heights
- 7 Hamms Brewery
- 8 City Hospital
- 9 Potrero Hill
- 10 Downtown San Francisco
- 11 U.S. Mint
- 12 16th Street Station
- 13 24th Street Station

- ⬢ Parks
- Community Facilities, Schools
- Principal Entering Views
- ⬢ Commercial Activity
- ⬢ District Edge
- ⬢ Major Entrances
- ⬢ Minor Entrances
- ⬢ Dominant Vehicular Paths

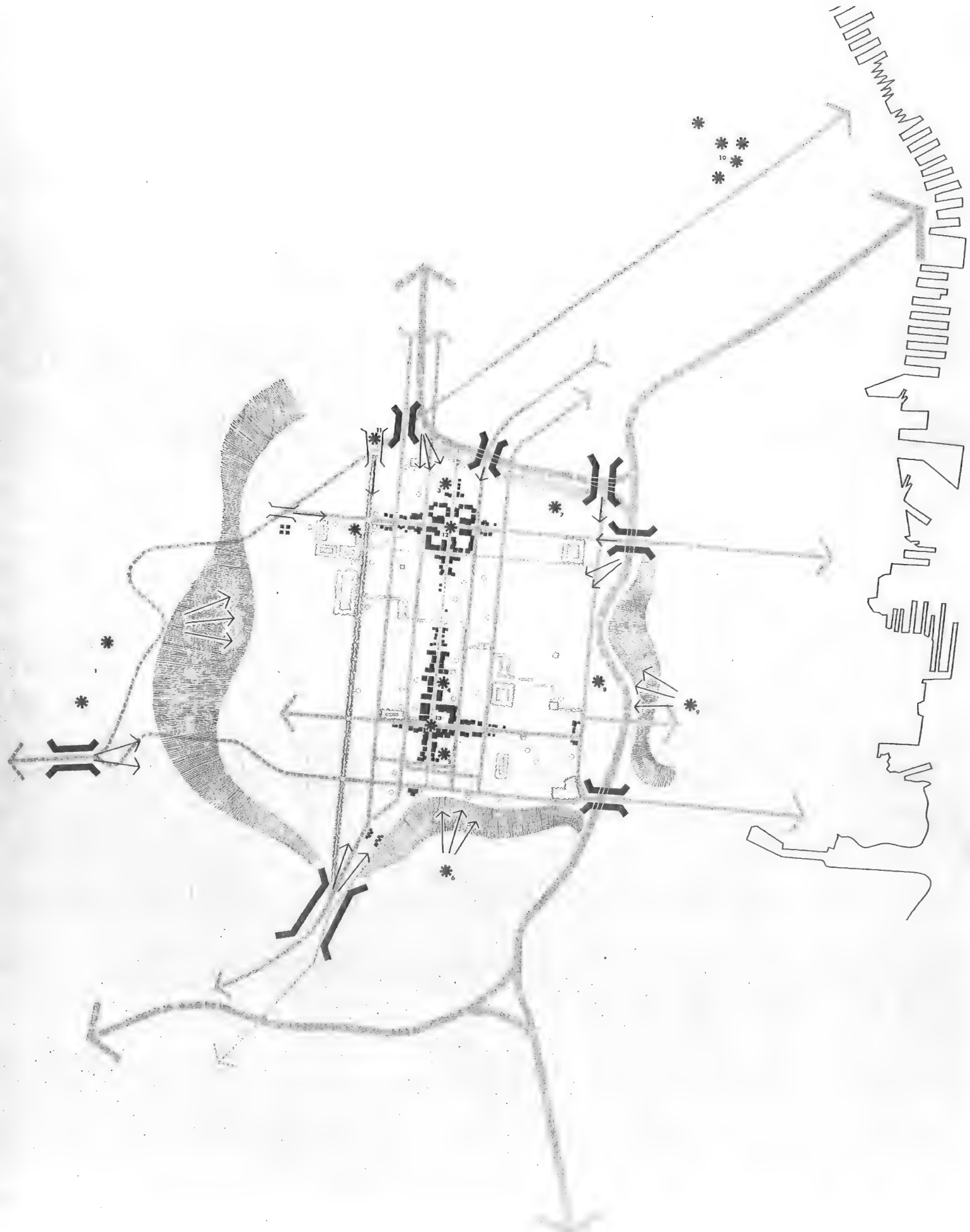
Visual Survey
Existing Image



- * 1 Twin Peaks
- 2 Mission Dolores
- 3 Armory
- 4 Bay View Federal Savings
- 5 Telephone Building
- 6 Bernal Heights
- 7 Hamms Brewery
- 8 City Hospital
- 9 Potrero Hill
- 10 Downtown San Francisco
- 11 U.S. Mint
- 12 16th Street Station
- 13 24th Street Station

-  Parks
-  Community Facilities, Schools
-  Principal Entering Views
-  Commercial Activity
-  District Edge
-  Major Entrances
-  Minor Entrances
-  Dominant Vehicular Paths
-  Vehicular Paths

Visual Survey
New Image

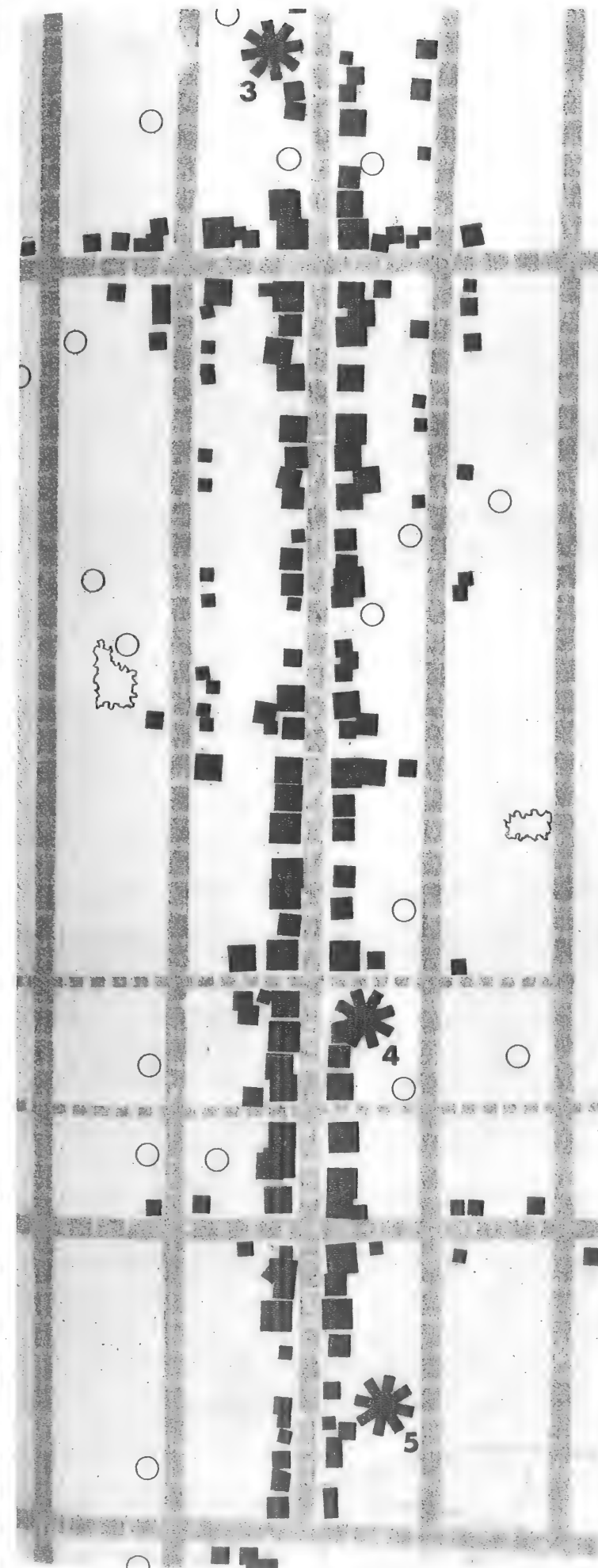


to the east may also be

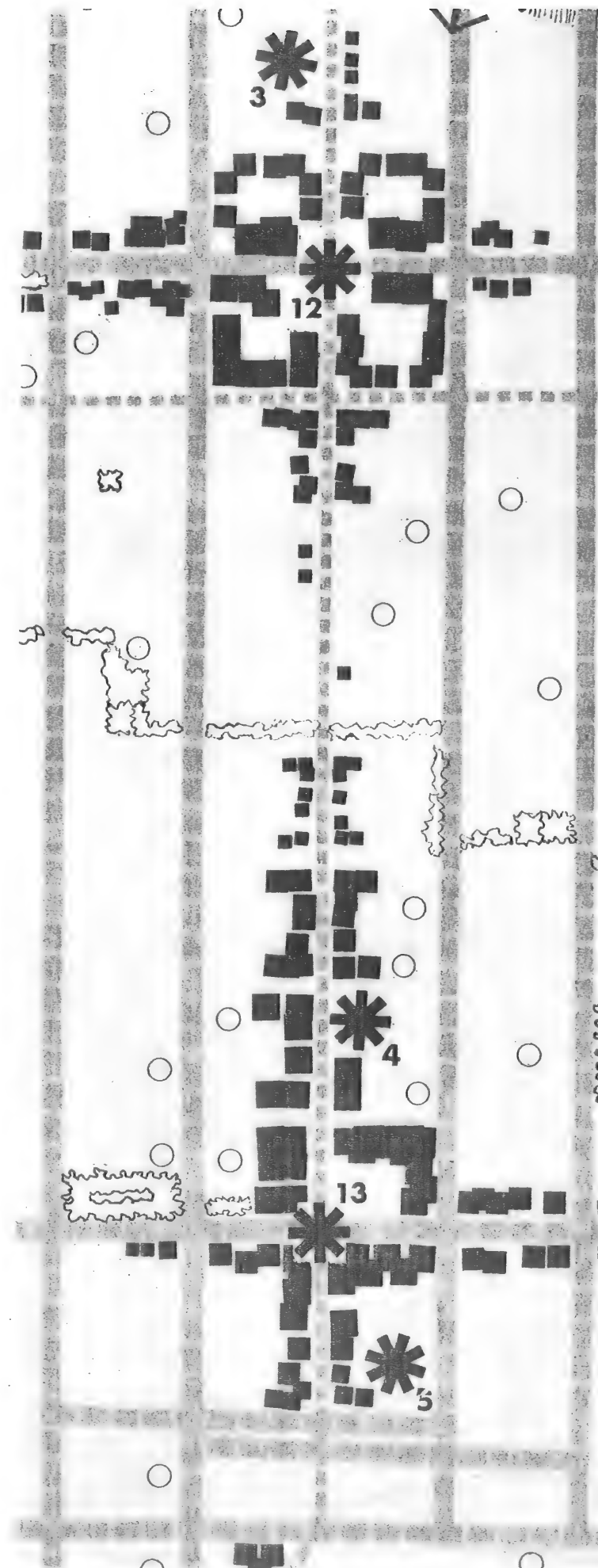
larger area and broad-
ities with a district-
onal, character would
fluence of major auto
th north-south and
er clearance poten-
ing San Francisco
s to the east, relative
cial activities imme-
he station area, as
termine in part the
ern projected at the
n area. While con-
o and lodging and
ice commercial ac-
d, much greater quan-
ne and a half to two
otal commercial ac-
h Street is anticipated.
ore high density housing
and east of the station

vertical as well as
ty zones and develop-
uld be utilized, main-
standards of environ-
out producing greater
and convenience.
ls of buildings might
ile lower levels would
l activities.

Activity and
Density
Distribution



Impact of
Rapid Transit
On
Activity Patterns



Major new distribution patterns will result from the transit station construction. The convenience of transit, direct access to and from other areas of the metropolitan area, as well as the daily flow of patrons at these specific transfer points will cause a clustering of new and old activities centering on the stations.

The need of many activities to be close to the stations will produce higher densities and in turn a higher degree of land development. Buildings will therefore tend to be larger and higher than those presently existing. The need to maintain high standards of access and efficient circulation indicates the corollary necessity to provide strategic open spaces and pedestrian and vehicular paths. However, pedestrian paths should be emphasized because transit facilities will reduce dependence on private vehicles at these key points.

The present strip development of related activities along Mission Street will be broken, creating opportunities for new uses such as housing to enter the areas midway between stations. Moderate priced family housing at medium densities could replace the present commercial uses. Neighborhood convenience shopping would remain, but a new visual sequence would result, reducing the present monotonous, repetitive quality.

The activity mix at the 16th Street station will be conditioned by its proximity to the central business district (three minutes), the presence of Mission Dolores to the west, the probable decline of furniture retailing, as well as the transit impact. Thus special tourist facilities with motor and transit access, new office buildings, a motor hotel, and banks, food markets, eating and drinking establishments reflecting a Spanish American atmosphere, as well as new high density housing for small household units would seem reasonable and appropriate in the area. Show rooms and minor convention and meeting facilities to serve the light

industrial areas to the east may also be included.

At 24th Street, a larger area and broader group of activities with a district-wide, if not regional, character would evolve. The confluence of major auto access routes, both north-south and east-west, greater clearance potentials, the expanding San Francisco Hospital facilities to the east, relative health of commercial activities immediately north of the station area, as well as transit determine in part the development pattern projected at the 24th Street station area. While considerably less auto and lodging and somewhat less office commercial activity is expected, much greater quantities, perhaps one and a half to two times as much, total commercial activity than at 16th Street is anticipated. Additionally, more high density housing is expected south and east of the station area.

At both stations, vertical as well as horizontal activity zones and development controls could be utilized, maintaining adequate standards of environmental amenity but producing greater choice, variety, and convenience. Thus, upper levels of buildings might be residential while lower levels would house commercial activities.

Land use planning and station design in the Mission District are based on a firm economic foundation. This foundation was provided by an extensive economic analysis conducted by Development Research Associates in connection with an overall evaluation of the anticipated economic impact of rapid transit on land uses in the Rapid Transit Corridor Study Area of the City of San Francisco. Additional detailed information regarding the Mission District was developed as a result of a supplementary contract with Okamoto/Liskamm.

Conclusions Regarding Current Economic Activity

Based on their analysis, the economic consultants concluded the following regarding the current level of economic activity in the Mission District:

1. New residential development in the Mission during the last few years has been readily absorbed by the private market indicating a strong residential economic base. An expanding capacity for future multi-family development is indicated, in part, by the relatively large portion of residential inventory in older dwellings.
2. The current level of commercial activity in the Mission is also quite healthy. Retail sales per square foot in the Mission Commercial District, (bounded by 14th Street, Army Capp and Bartlett Streets), were \$43.01 in 1964, up 8.1% over 1963. The increase was particularly noticeable in general merchandising which increased 16.4%. The increasing level of sales per square foot indicates that recent additions of new and remodeled retail space have been absorbed without a dilution of existing operations.

An evaluation of consumer shopping patterns indicates that Mission merchants are currently capturing approximately 40% of the potential retail expenditure of the primary market area. In addition, there is also a sizable "regional pull" from other areas, particularly in home furnishings.
3. An examination of industrial development in the Mission indicates that increasing land prices and the lack of available parcels of sufficient size led to a deterioration of the industrial base, although it is still of considerable economic importance.

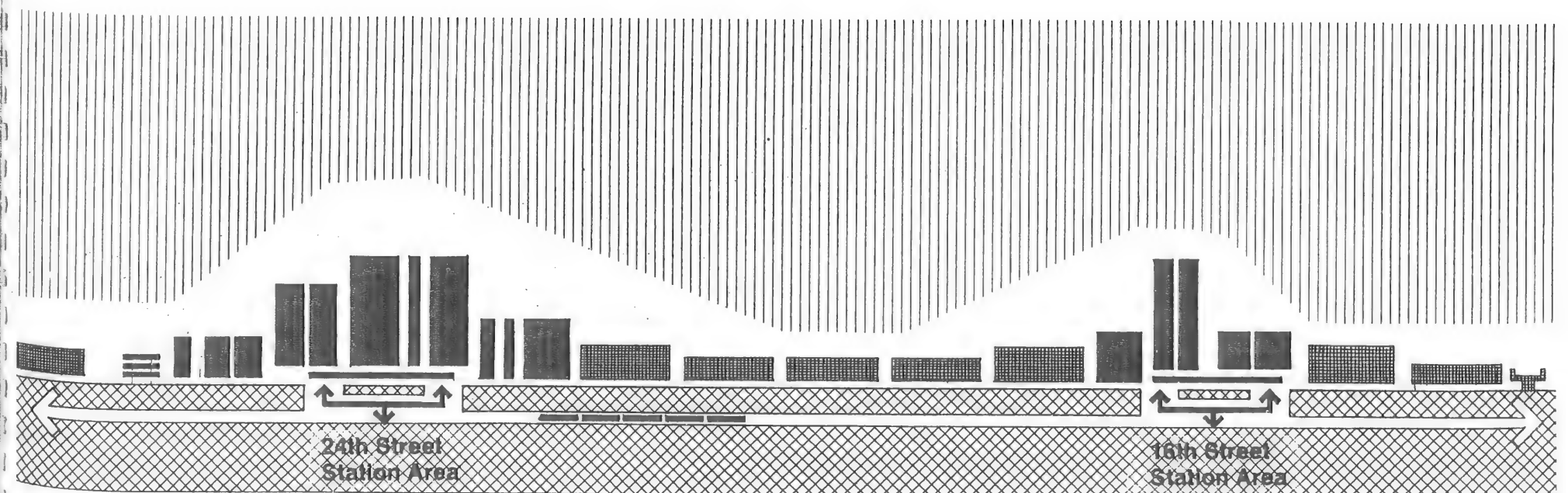
of commercial
ission is also quite
ales per square
n Commercial Dis-
y 14th Street, Army
Streets), were
p 8.1% over 1963.
particularly notice-
erchandising which
The increasing
square foot indicates
ons of new and re-
ace have been absorb-
ion of existing

consumer shop-
cates that Mis-
currently cap-
ely 40% of the
penditure of the
ea. In addition,
able "regional
reas, particular-
ings.

f industrial develop-
on indicates that in-
es and the lack of
of sufficient size
tion of the industrial
is still of considerable
nce.

Economic Foundations

Diagrammatic Section Mission Street



Anticipated Impact of Rapid Transit

The economic consultants anticipate that rapid transit will have the following impact on land uses in the Mission District:

1. The impact of rapid transit on residential land uses will be of considerable magnitude with the Mission ultimately serving as a major moderate income residential resource for the entire Bay Area. Anticipated effects of this increase in residential development will be greater densities, slightly higher rentals, and concentration near the stations and along the "feeder" arteries (16th and 24th Streets).
2. The impact of rapid transit on commercial land uses will be of mixed benefit. The level of shopper goods volume is expected to decline initially with the introduction of rapid transit, but will gradually recover and ultimately rise to higher volume levels. During the recovery period, it is anticipated that a shift in the "mix" of shopper goods will occur with a decline in home furnishings and an increase in apparel and general merchandising. This period is expected to be particularly severe on marginal operations.

With increases in residential density, it is anticipated that there will be additional demand for convenience goods facilities, particularly near the transit stations.

Demand for office-commercial facilities is also expected to increase as rapid transit offers office users immediate proximity to downtown at considerably lower rental levels.

3. The impact of rapid transit on industrial land uses is expected to be largely negative as increasing land values make new industrial construction and expansion of existing facilities extremely difficult.

The overall impact of rapid transit on land use patterns in the Mission District will consist of a substantial increase in multi-family residential, convenience goods, and office commercial, a shift in emphasis within shopper goods facilities, and a decline in industrial land uses.

Projected Land Use Demand

Taking into consideration the existing strength of various land uses and the anticipated impact of rapid transit, the economic consultants estimate the following levels of land use demand:

1. A demand for 13,150 - 14,050 new residential units during the next 20 years. Over 65% of these units would be required to replace existing dwelling units with the remainder required to meet new population growth.
2. Demand for approximately 135,000 square feet to 180,000 square feet of additional convenience goods facilities in the Mission Street Commercial District. The major portion of this increase is anticipated in food operations.
3. Demand for an additional 295,000 to 385,000 square feet of new shopper goods facilities in the Mission Street Commercial District. This increase is offset somewhat, however, by the anticipated decline of approximately 215,000 to 255,000 square feet of home furnishings space during the same period. The overall net increase in shopper goods facilities is estimated to be 80,000 to 130,000 square feet.
4. Demand for an additional 425,000 to 650,000 square feet of office commercial space with particular emphasis on the areas immediately around the stations
5. Demand for an additional 350 to 550 hotel-motel rooms and 30 to 40 eating and drinking establishments
6. A decline in the demand for industrial land to approximately 15 to 20 acres by 1985, with the majority of remaining firms generally of a distributive nature

These projections formed a basis for the land use planning and station design developed in connection with this assignment.

Demand

ration the existing
and uses and the antici-
id transit, the economic
the following levels of

.150 - 14,050 new resi-
ing the next 20 years.
se units would be re-
e existing dwelling units
er required to meet new
h.

oximately 135,000
0,000 square feet of
nience goods facilities
reet Commercial Dis-
portion of this increase
food operations.

dditional 295,000
e feet of new
ilities in the Mis-
ercial District.
ffset somewhat,
anticipated de-
nately 215,000
e feet of home furnish-
y the same period. The
ase in shopper goods
ated to be 80,000
e feet.

dditional 425,000
e feet of office
e with particular
areas immediately
ns

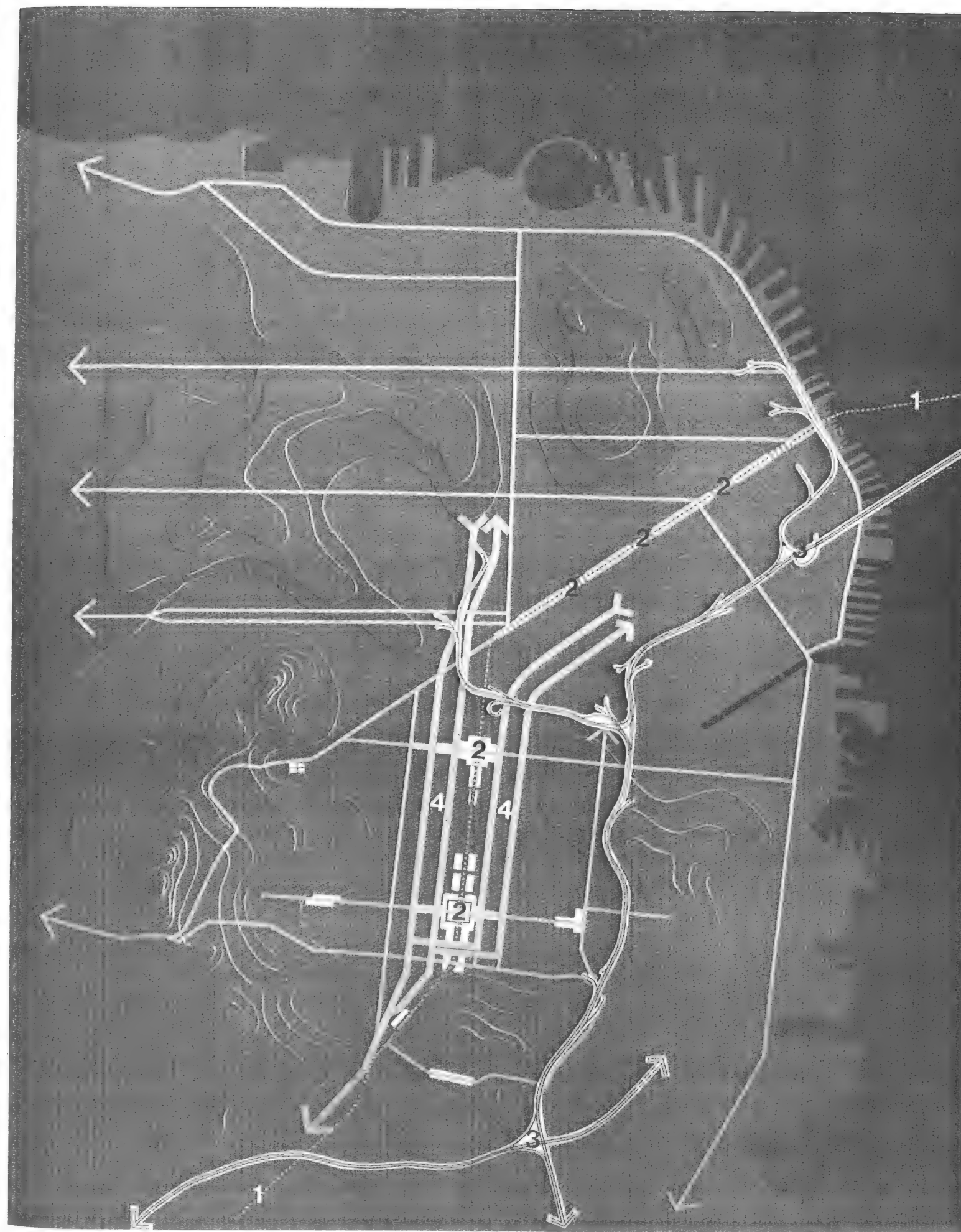
dditional 350 to
rooms and 30 to
inking establishments

demand for indus-
roximately 15 to 20
ith the majority of
generally of a dis-

ormed a basis for the
nd station design de-
on with this assignment.

Economic Foundations continued

City Scale Circulation Model



- 1 Rapid Transit Route
- 2 Rapid Transit Station
- 3 Freeway
- 4 Proposed Couplet

Multiple levels and special purpose paths are recommended at the station areas to improve access, speed movement and insure safety. Arriving pedestrians at 24th Street may walk on elevated walkways from long and short term parking garages to housing, or along convenience shopping establishments to a new public plaza at 24th and Mission Streets. The elevated walk continues around the space, connecting the surrounding offices and other commercial activities. Lifts, stairs and ramps provide vertical circulation to the plaza and transit mezzanine. 16th Street differs in details described elsewhere in this report, but maintains the same principle. This elevated pedestrian way is of primary importance in the dense station areas. However, if higher density housing develops nearby, it should be continued, providing traffic-free walks from housing to the transit centers.

The traditional street level is primarily vehicular in use. Buses, taxis, jitneys and emergency vehicles are favored on 16th, 24th, and Mission Streets. Private vehicles are given preference on Valencia Street and South Van Ness Avenue with direct access to parking facilities. New development would have its service and vehicular entrances at this level with two story lobbies giving visual contact to the pedestrian level above. Access to parking when below buildings would be from this level. Individual buildings' mechanical and storage rooms would also be at this level. Through traffic would bypass the core area along one-way couplets, north and south consisting of Valencia and Guerrero Streets and South Van Ness Avenue and Folsom Street. East-west movements would bypass at Army Street or move with moderate speed along 17th and 23rd Streets. Provision is made at both stations for the vehicles delivering "kiss and ride" passengers.

Mission Street would remain open to all existing traffic during the early stages of development. Later, if increased demands warranted it, Mission Street could be designated a transit-oriented street. In this way only transit vehicles, and perhaps taxis and jitneys, would use this street. This would increase the efficiency of these transit modes, and improve pedestrian activities by producing the number of vehicles.

Parking is located according to a rational hierarchy of need and access. Long-term parking is furthest from the center of activities, short term is close in. Automated controls could indicate availability of stalls and speed accounting and payment procedures. Daily users' cars could be electronically coded. Peak hour ingress or egress movements could be synchronized with arterial signalization.

Residential parking would continue to be built in or adjacent to the housing. However, provision should be made for use of vacancies in nearby garages serving commercial areas. A kind of "time sharing" plan could be realized.

New parking is proposed to serve existing commercial areas on Mission Street between 21st and 23rd Streets, and near 17th Street. Access to this proposed parking would be from Capp and Bartlett Streets.

By virtue of their size and location adjacent to frequently travelled routes, free standing above-grade parking structures become major new elements of urban form. We consider this a positive factor and have conceived of these structures as important landmarks and orienting elements. Careful detailed architectural design would be an absolute requirement in subsequent study together with provision of adequate surrounding open space and links to the pedestrian system.



main open
uring the ear-
nt. Later, if
ranted it,
e designated a
In this way
and perhaps
d use this
ease the ef-
t modes, and
ivities by pro-
ehicles.

ording to a
eed and ac-
ng is furthest
vities, short
nated controls
ility of stalls
and payment
s' cars could
d. Peak hour
nents could
arterial signali-

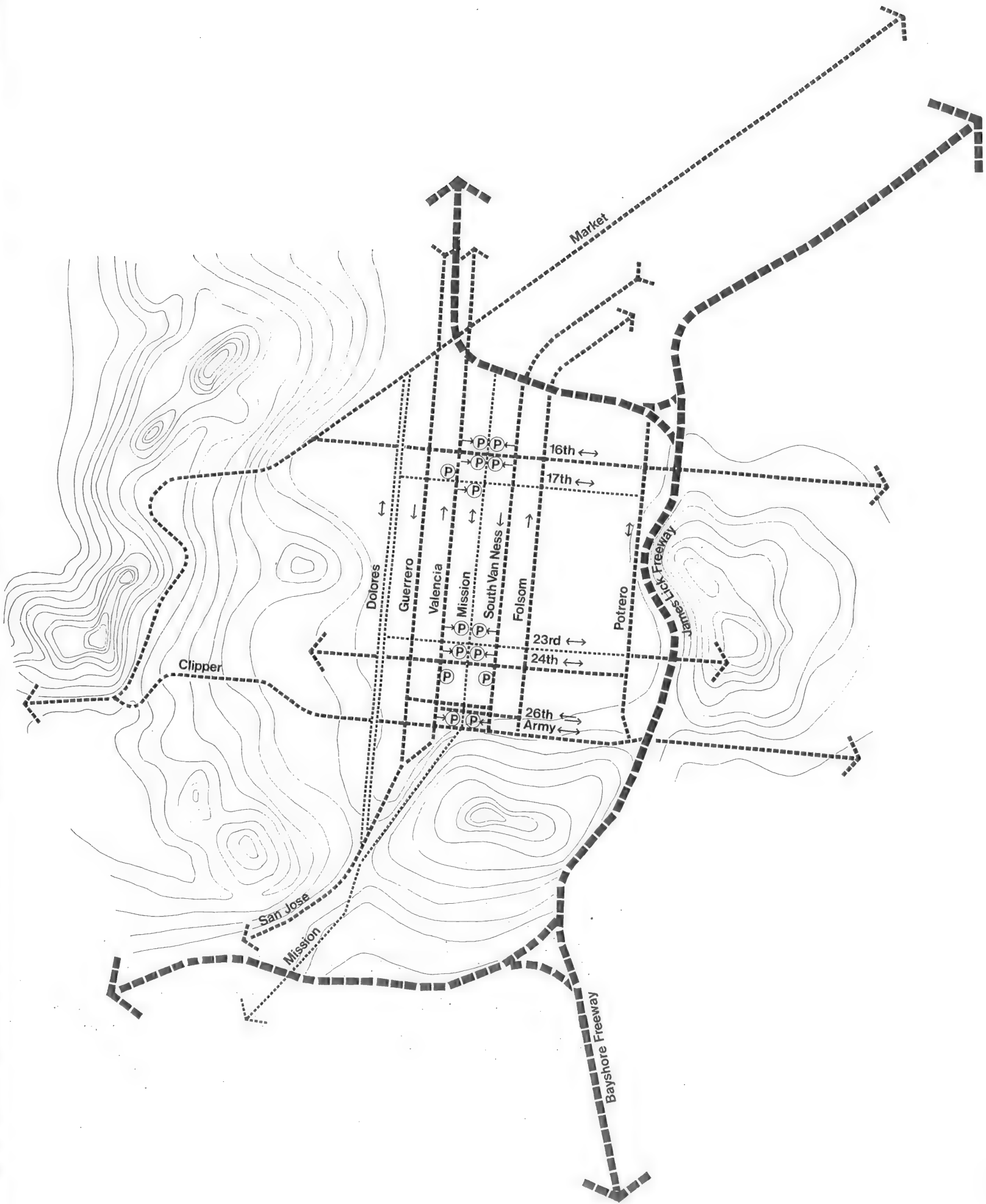
uld continue to
to the housing.
ould be made for
arby garages serv-
A kind of "time
realized.

ed to serve exist-
on Mission Street
Streets, and near
this proposed
Capp and Bartlett

and location ad-
avelled routes,
ade parking
or new elements
sider this a posi-
onceived of these
landmarks and
areful detailed
ould be an ab-
subsequent study
n of adequate sur-
nd links to the

Circulation and
Parking

Circulation and
Parking



P - Parking

District-wide visual features include such historic landmarks as Mission Dolores, strong natural elements such as the hills west, south and east, and the valley floor, numerous man-made ones, including the gridiron plan itself, the freeways east and northeast, and the views from Mission Street to some of these features and to downtown buildings to the north.

The study proposes that orderly development west along 16th Street to Mission Dolores and east along 24th Street to the San Francisco Hospital could produce pleasing new east-west movement paths in the area.

The nodes of activity which will emerge at the station areas will produce orienting features or focal points of greater clarity than presently exist. Hard edges to retain this clarity should be preserved by development and planning controls. Conversely, new housing in the mid-station area should be medium density and significantly lower in height than the development at the stations.

The new concentration of activity and density at the two station areas will result in the location of the tallest buildings with the most bulk in these areas. This height and bulk will be reduced as the distance from the stations increases. In abstract terms, the physical form which will result resembles two cones with their points upward, centered on Mission Street at the intersections of 16th and 24th Streets. Slightly higher development than in the general neighborhood will occur along Mission Street, 16th Street and 24th Street frontages, diminishing as the distance from the stations increases.

Key entry points at the north (Duboce) and south (Randall) require greater detailed urban design study. These points are the entryways for north-south movements into the Mission for surface arrivals. Compaction of activities at Randall Street with resulting open space along what is essentially a circulation corridor would help define this entryway. Greater clarity of the alternative routes available to the motorist at this point (i.e., scenic along Dolores,

slow-service along Mission, or fast along Valencia), could result in a sense of arrival and give an opportunity to visually encompass the Mission District ahead.

The northern entry at Duboce and the Central Freeway is more complex by virtue of the many different types of paths as well as their configuration. A detailed plan should be prepared to determine the improvements required. An excellent opportunity exists to coordinate the activities of various consultants engaged in planning studies for the City to produce a design for an entrance to the Mission District at Market Street.

Specific design controls and policies should be developed as integrated portions of improvement plans. Urban renewal programs offer a workable way to achieve these, but the City through selective capital budgeting and design of improvements can maintain a high degree of design control over significant portions of the area. Careful design of the rights-of-way and service facilities seems mandatory under any improvement program.

The careful selection of paving materials, street lamps, benches and other street furniture, fountains, signs, trees and other landscape elements are essential to the creation of a pleasant and desirable environment. These elements should be provided so that they complement and reinforce the overall design objectives. Environmental disturbances such as exposed utilities, particularly overhead wires, which are unusually heavy on Mission Street should be removed and placed underground through an orderly program of utility relocation.

We believe a most important factor underlying successful City design is the maintenance of continuity during the process. Hence, we hope our studies may link directly to specific planning and design of particular areas. At the station areas, the enforcement of strict development and design controls, to insure that the development fulfills the original proposals, should be seriously considered.

ision, or fast along
t in a sense of ar-
rtunity to visually
District ahead.

Duboce and
more complex
different types
ir configuration.
l be prepared to
ments required.
ity exists to co-
of various con-
nning studies
e a design for an
n District at Mar-

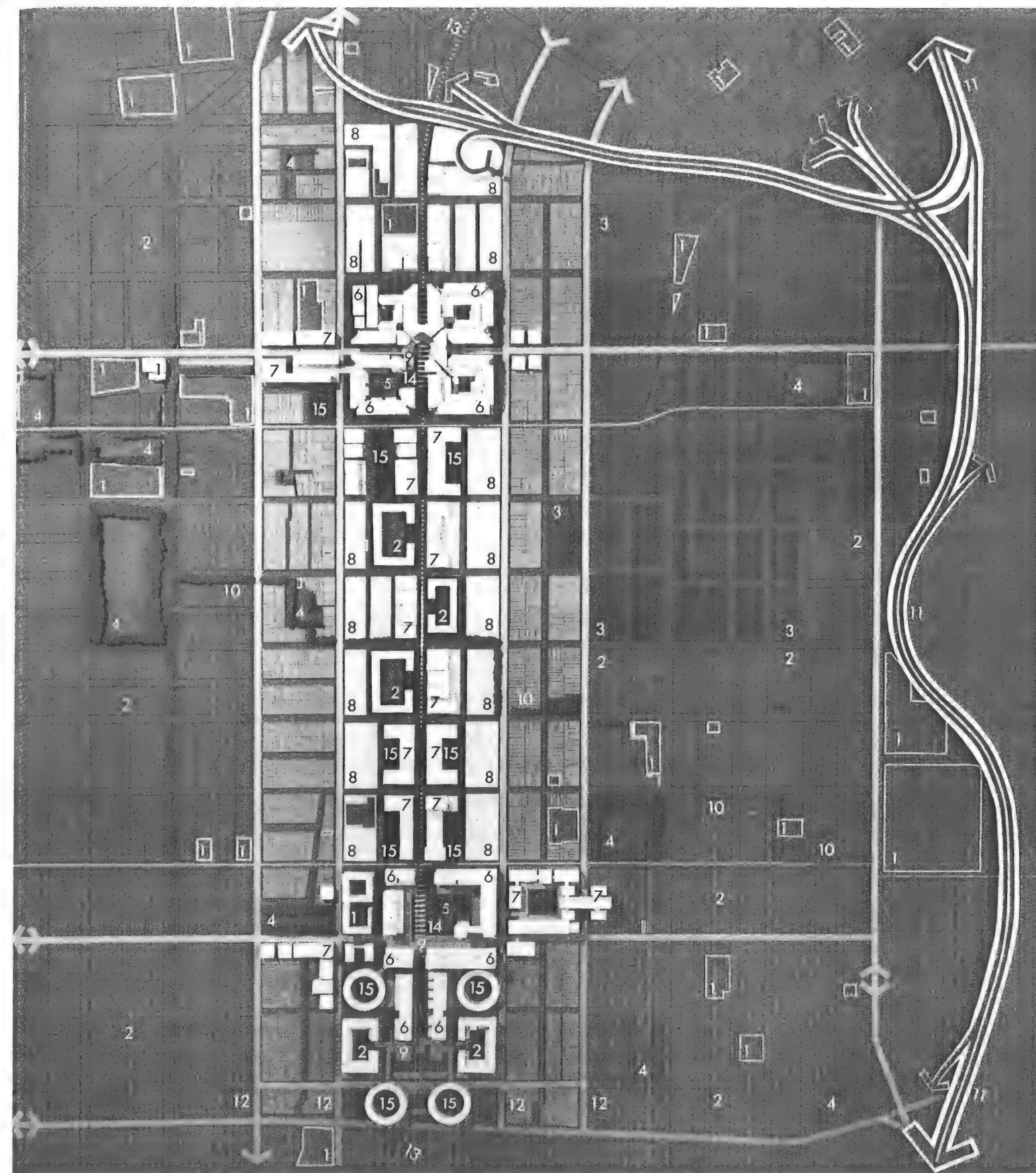
ls and policies
s integrated por-
lans. Urban re-
workable way
the City through
ating and design
aintain a high
ol over signifi-
ea. Careful de-
ay and service
tory under any

of paving mater-
ches and other
ains, signs, trees
ements are es-
of a pleasant
ent. These ele-
led so that they
orce the overall
ironmental dis-
sed utilities, par-
es, which are un-
on Street should
d underground
gram of utility

ortant factor un-
ty design is the
uity during the
ope our studies
pecific planning
ar areas. At the
orcement of
d design controls,
elopment fulfills
should be seri-

Urban Design

Study Model

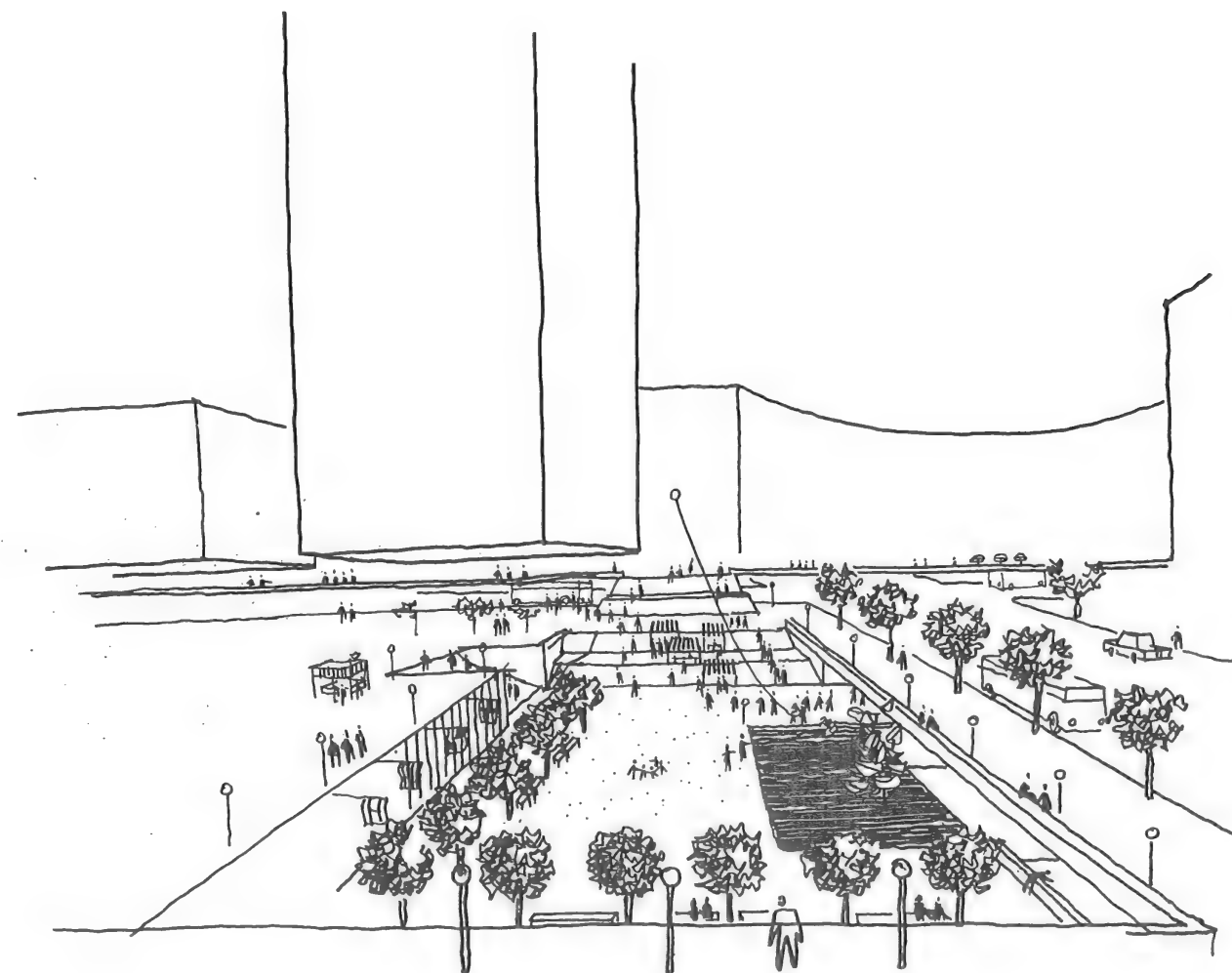


- 1 Institutional
- 2 Residential
- 3 Industrial
- 4 Park
- 5 Plaza
- 6 New Development
- 7 New & Rehabilitation
- 8 Rehabilitation
- 9 Elevated Walkway
- 10 Pedestrian Greenway
- 11 Freeway
- 12 Major Arterial
- 13 Rapid Transit
- 14 Transit Station
- 15 Parking

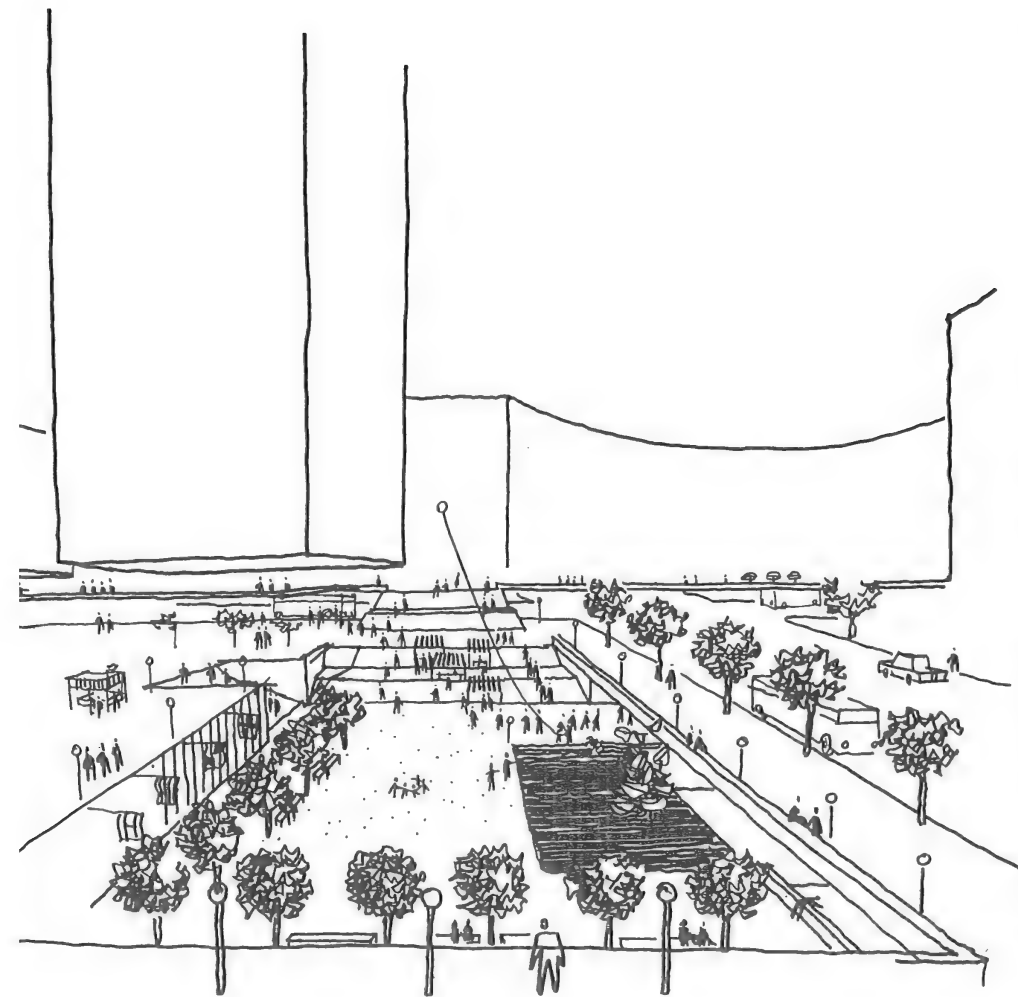
Development at the 16th Street Station is oriented westward to Mission Dolores. A new street-level plaza southwest of the intersection steps down to the transit station mezzanine. Visual contact with the plaza is provided the transit rider by openings direct to the new plaza from the platform. In such openings, major works of civic art, such as sculpture or murals should be provided. Use of water as well as light and color would further enhance and distinguish the passengers' arrival and help identify the neighborhood above.

Extensive use of air-rights above the 16th and Mission Street intersection is proposed by extending the elevated pedestrian walks from parking facilities around the intersection to create a circular terrace or "outdoor rotunda" above grade. This terrace would be shaped to receive afternoon sun for dining, promenades, displays and access to commercial activities and offices. The terrace becomes an open air shopping stair for gift shops, flowers, and crafts, leading to the new street level plaza and the rapid transit below. A fountain at the base of the stairs provides a new focal point visible from the transit platform. Under-cover waiting for buses is provided at both station entrances.

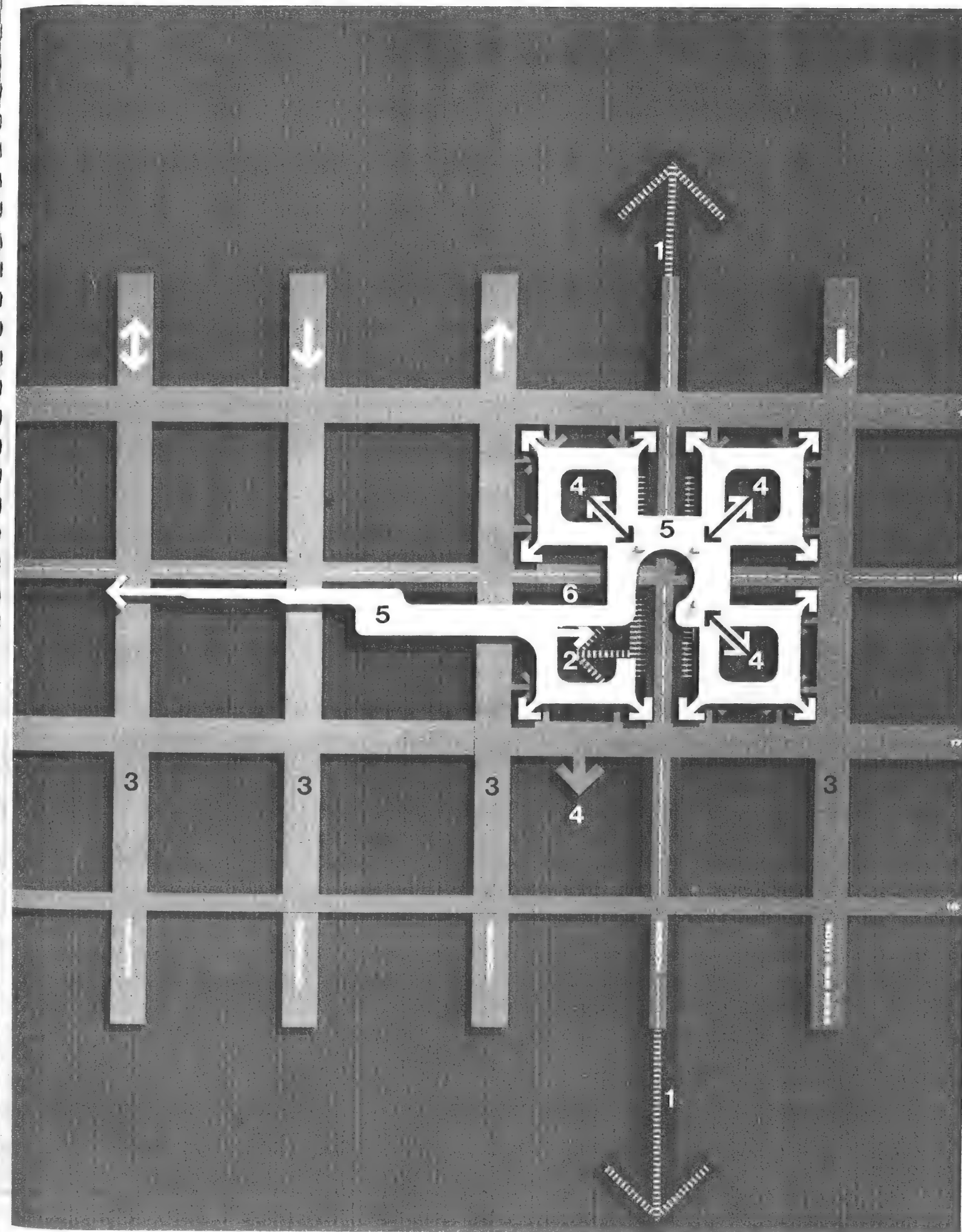
The plaza is defined by an international food market on the south, a new motor hotel and office tower on the north and new high density housing on the south and west. These buildings would all be connected to the above-grade pedestrian walk west to Mission Dolores, and east to the circular, outdoor rotunda. Specialized gift shops and kiosks, together with outdoor cafes will all contribute to the life of the plaza. Vertical access from the transit station direct to all levels is possible by stair, lift, escalator or moving ramp. Provision can be made for moving sidewalk or miniature vehicle service along the pedestrian walkways from the rotunda to Mission Dolores and return.



16th Street
Station Area
Urban Design



16th Street
Station Area
Circulation Diagram

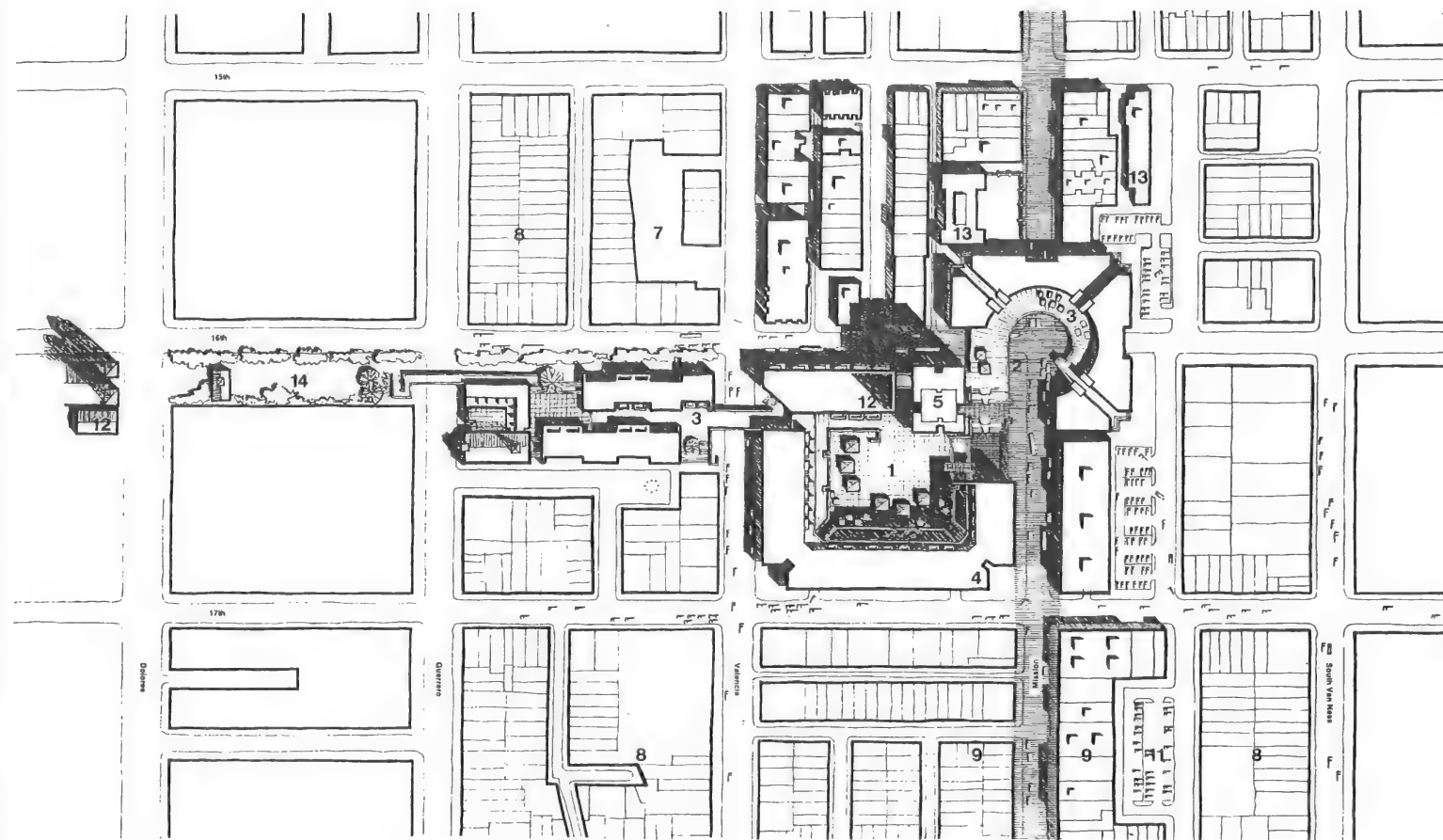


- 1 Rapid Transit
- 2 Transit Access
- 3 Surface Streets
- 4 Parking
- 5 Pedestrian Level Above Streets
- 6 Pedestrian at Street Level

16th Street
Station Area
Section

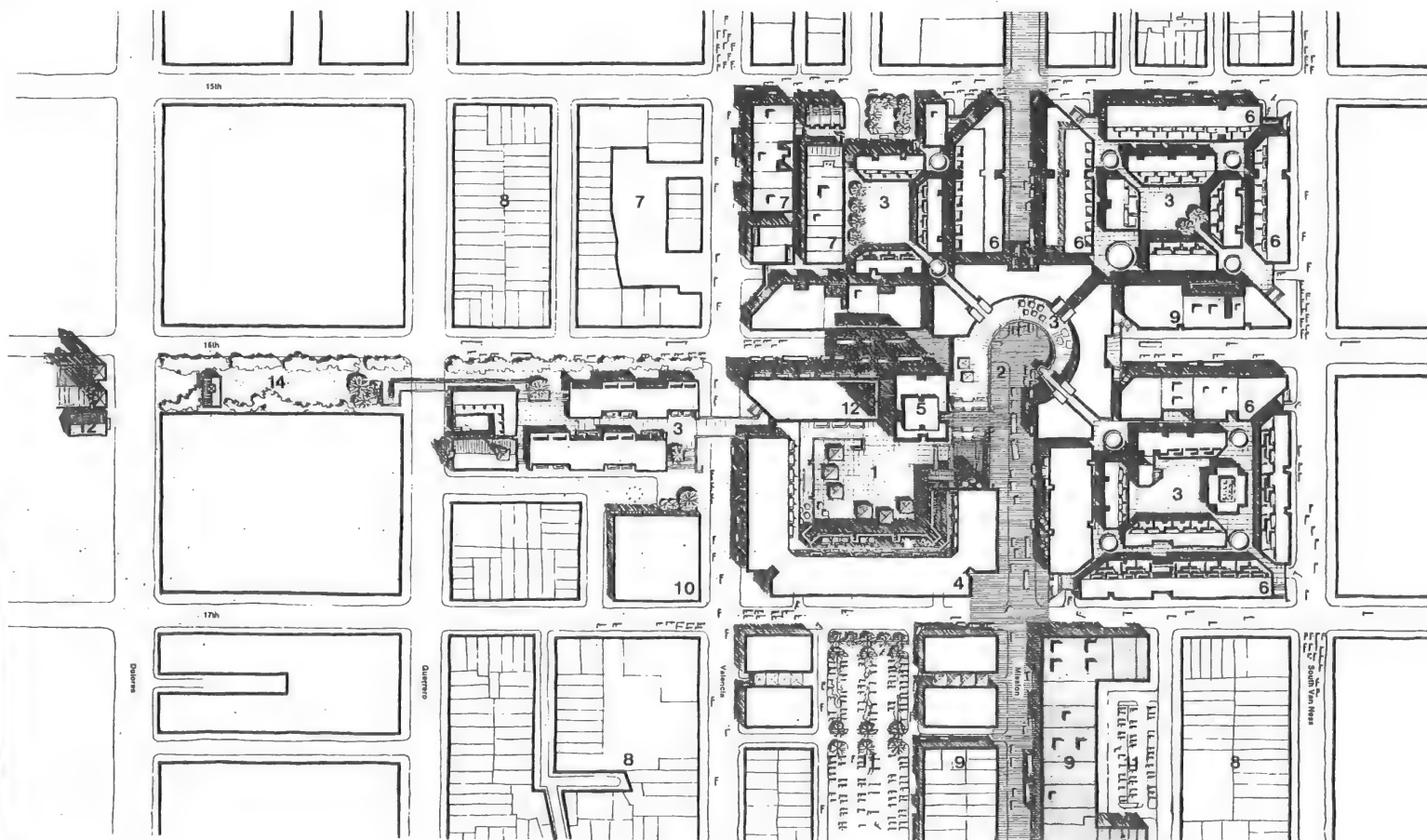


16th Street
Station Area
Section



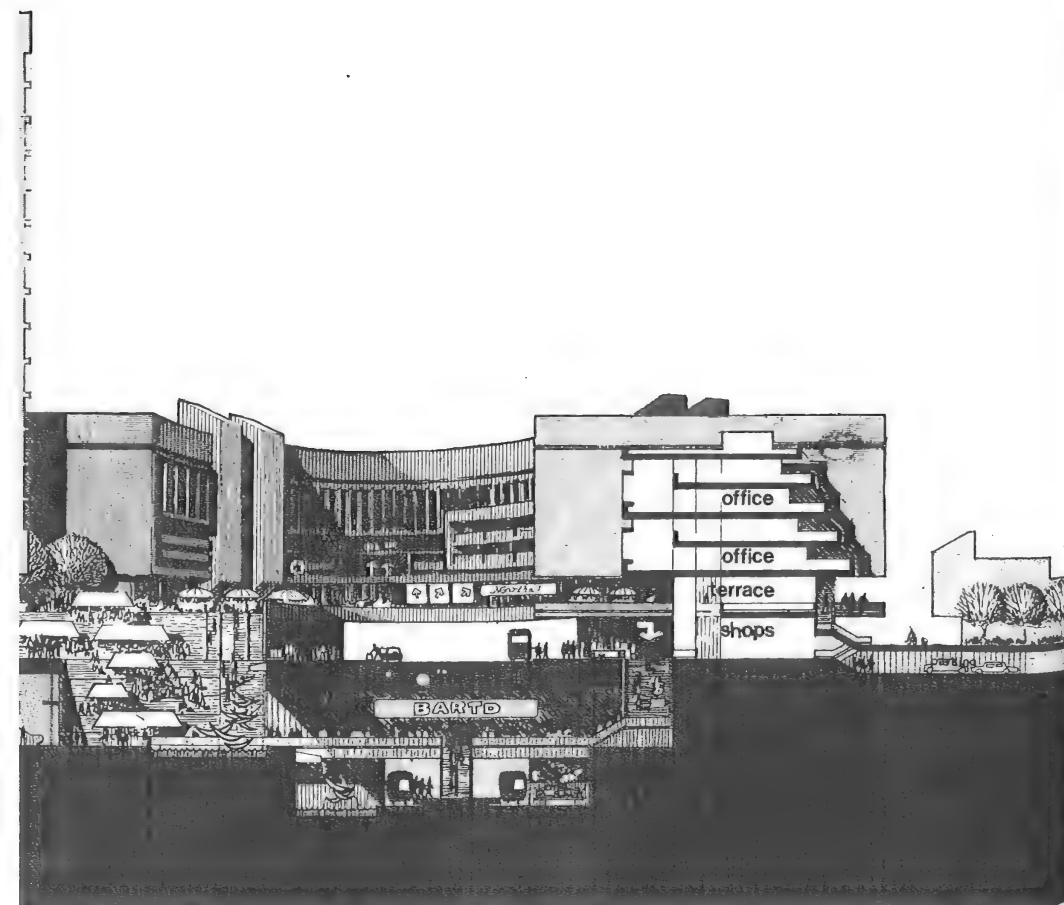
16th Street
Station Area
Plans

Early
Stage



Later
Stage

- 1 Plaza and Rapid Transit Station Access
- 2 Street Level
- 3 Raised Pedestrian Level
- 4 Retail (Housing Above)
- 5 Offices
- 6 Housing (Parking Below Grade)
- 7 New & Rehabilitated Housing
- 8 Rehabilitated Housing
- 9 Motor-Hotel
- 10 Long Term Parking
- 11 Short Term Parking
- 12 Mission Dolores
- 13 Existing School
- 14 Proposed Park



The emphasis of the 24th Street station development is on the creation of a new City-wide and sub-regional retail shopping facility, and the integration of this facility with the existing strong retail area immediately to the north of the station.

A new sunken plaza located, as at 16th Street, to one side of Mission Street to avoid disruption to the numerous existing utilities, provides an intermediate level between the street and the rapid transit entrance mezzanine. The design provides for openings from the plaza to the transit platform to permit direct visual contact for the transit rider with the plaza area. The provision of sculpture or murals, and the careful use of water, light, and color would increase the orientation of the rider as he identifies the station and the area above, and would greatly enhance the arrival experience.

New retail stores, restaurants, outdoor cafes, banks, and entertainment facilities could be located around the plaza, which is arranged to receive the warm afternoon sun. Fountains, exhibits, careful signing, pavement materials, benches, lamps and other landscape elements would all contribute to the environment of the plaza.

At street level, easy transfer between bus and rapid transit is provided. The shopper and the first time visitor have the choice of using the efficient commuter transit entrances, or descending to the transit level via the inviting public plaza which also serves as a strong orientation element. Retail facilities provided at street level will connect with the existing shopping opportunities located in the adjoining areas, and may also connect directly to retail areas in the plaza below and/or along second level walkways above.

Extensive use of air-rights is proposed above 24th and Mission Streets in the construction of office and residential buildings, and in the extension of second level pedestrian walks

across these streets. The location of these buildings in this relation to Mission and 24th Streets will provide new vistas and effectively accent and define the station area. The system of elevated walks is continued in the new development south of the station area, permitting pedestrians to move freely between parking facilities, retail stores, offices, housing, and the various mass transit modes without vehicular interference. These walkways also continue east-west, providing pedestrian links into residential and commercial areas to the east, and to the schools, library and proposed park to the west. Moving sidewalks or miniature vehicle service can be provided along the walkway system.

New high density housing is provided near the station in the upper floors of the buildings which form the plaza, and in separate residential buildings. This housing would consist primarily of units for couples without children and for single persons. Medium density housing suitable for families is provided in the areas immediately adjacent to the station area where more open space and play areas can be provided.

New office space is provided in separate buildings facing the plaza and may be provided in floors immediately above the second level shops.

Parking is provided in free-standing parking structures immediately adjacent to the station area, and at the Army Street vehicular gateway. These structures provide direct vehicular access from the major arterials Valencia Street and South Van Ness Avenue, and direct pedestrian connections to the activity areas via the elevated walk system.

Vertical circulation between the rapid transit station, retailing, surface transit, offices, and housing is provided by escalators, lifts, moving ramps and landscaped stairs.

location of
lation to
will provide
ly accent
ea. The
is continued
south of the
pedestrians
parking facili-
es, housing,
nsit modes
erence. These
east-west,
cs into resi-
areas to the
, library and
st. Moving side-
le service
ne walkway

g is provided near
floors of the build-
a, and in separate
his housing would
i for couples with-
le persons. Medi-
ble for families is
mediately adjacent
a more open space
rovided.

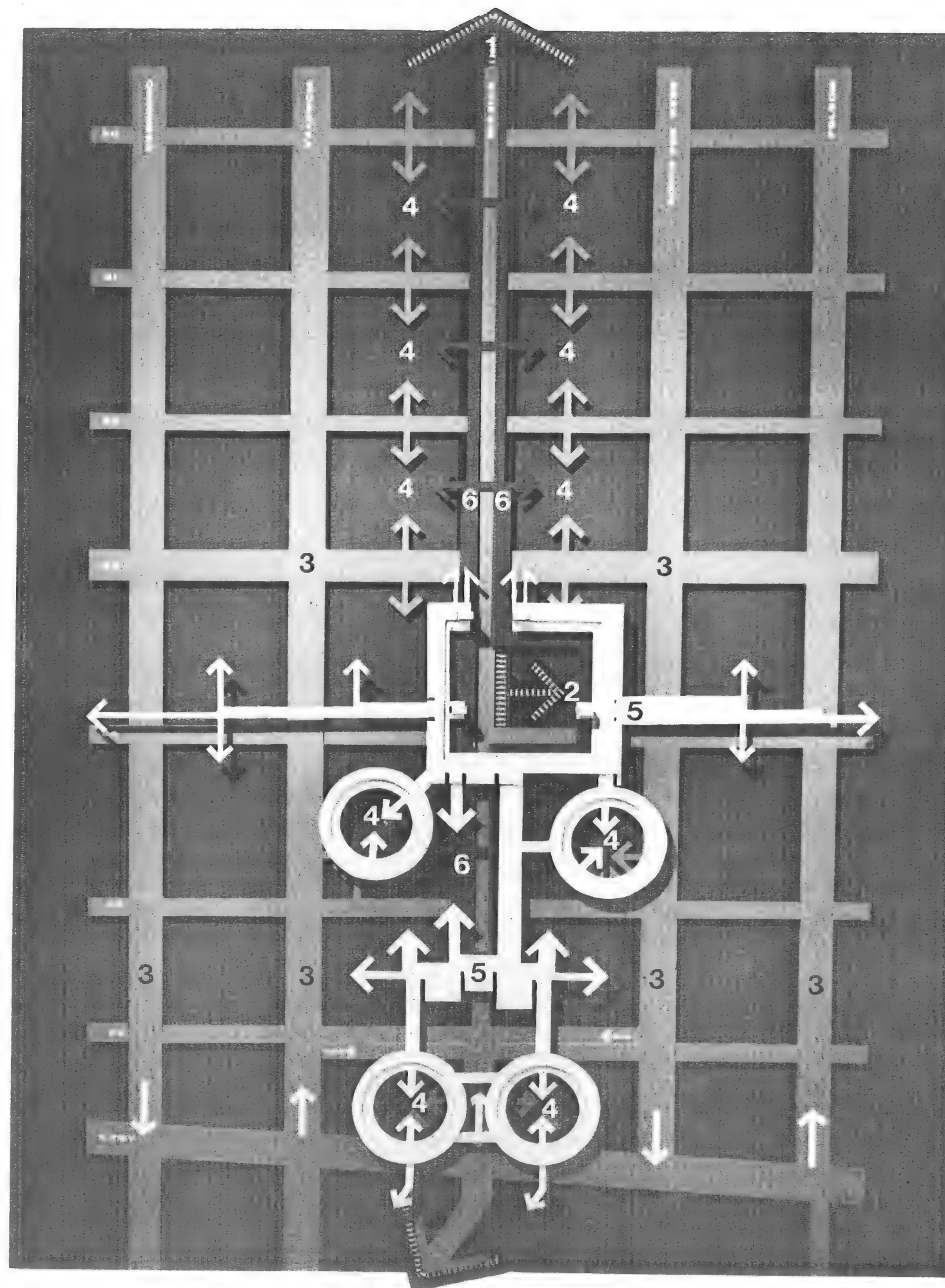
vided in separate
za and may be
liately above the

ee-standing
liately adjacent
at the Army Street
se structures pro-
cess from the major
and South Van
t pedestrian con-
areas via the ele-

ween the rapid
, surface tran-
g is provided
ring ramps and

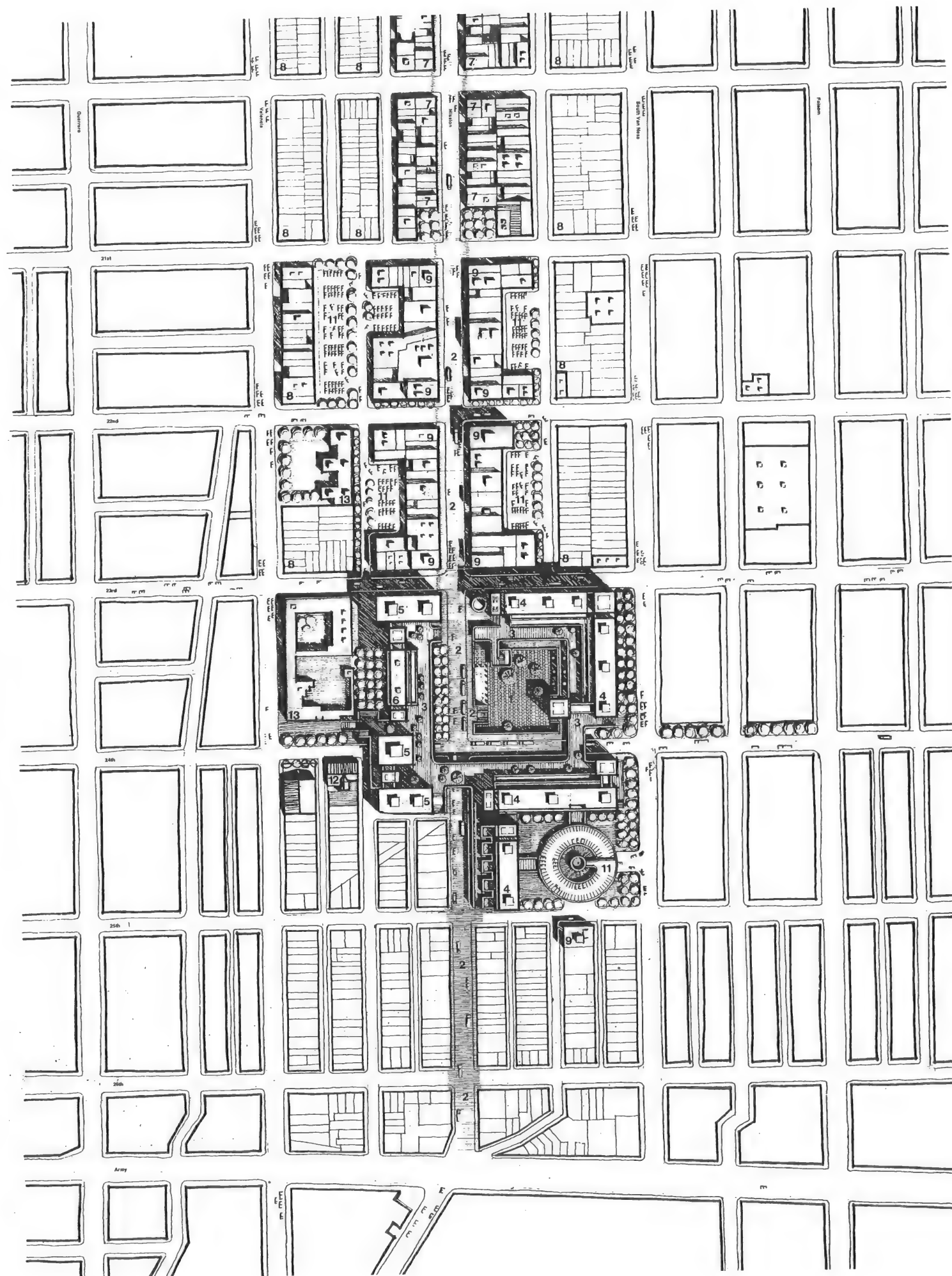
24th Street Station Area Urban Design

24th Street Station Area Circulation Diagram

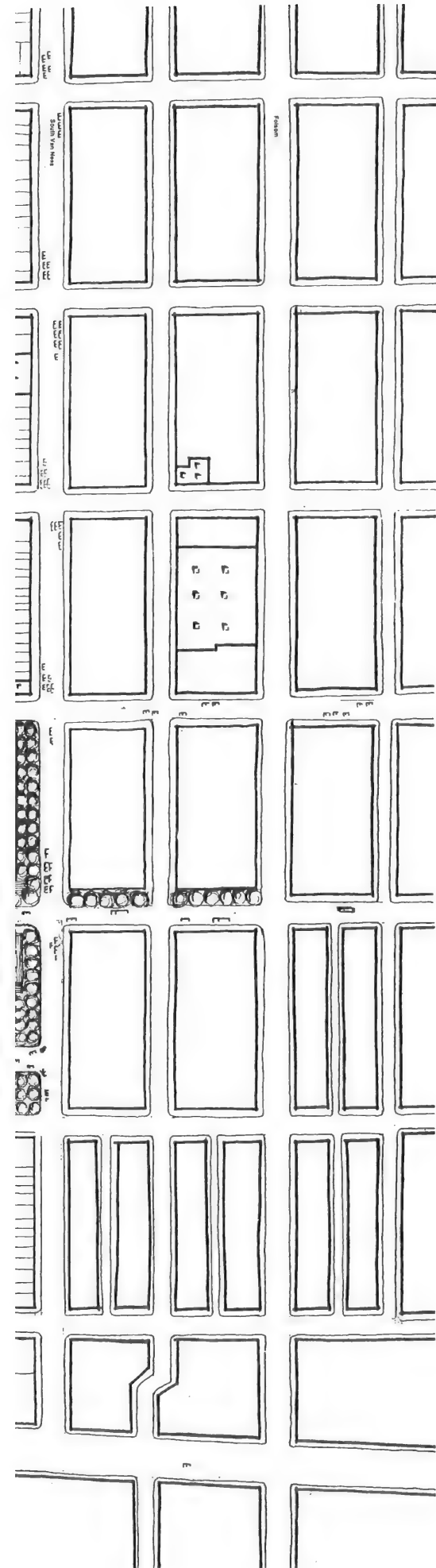


- 1 Rapid Transit
- 2 Transit Access
- 3 Surface Streets
- 4 Parking
- 5 Pedestrian Level
Above Streets
- 6 Pedestrian at
Street Level

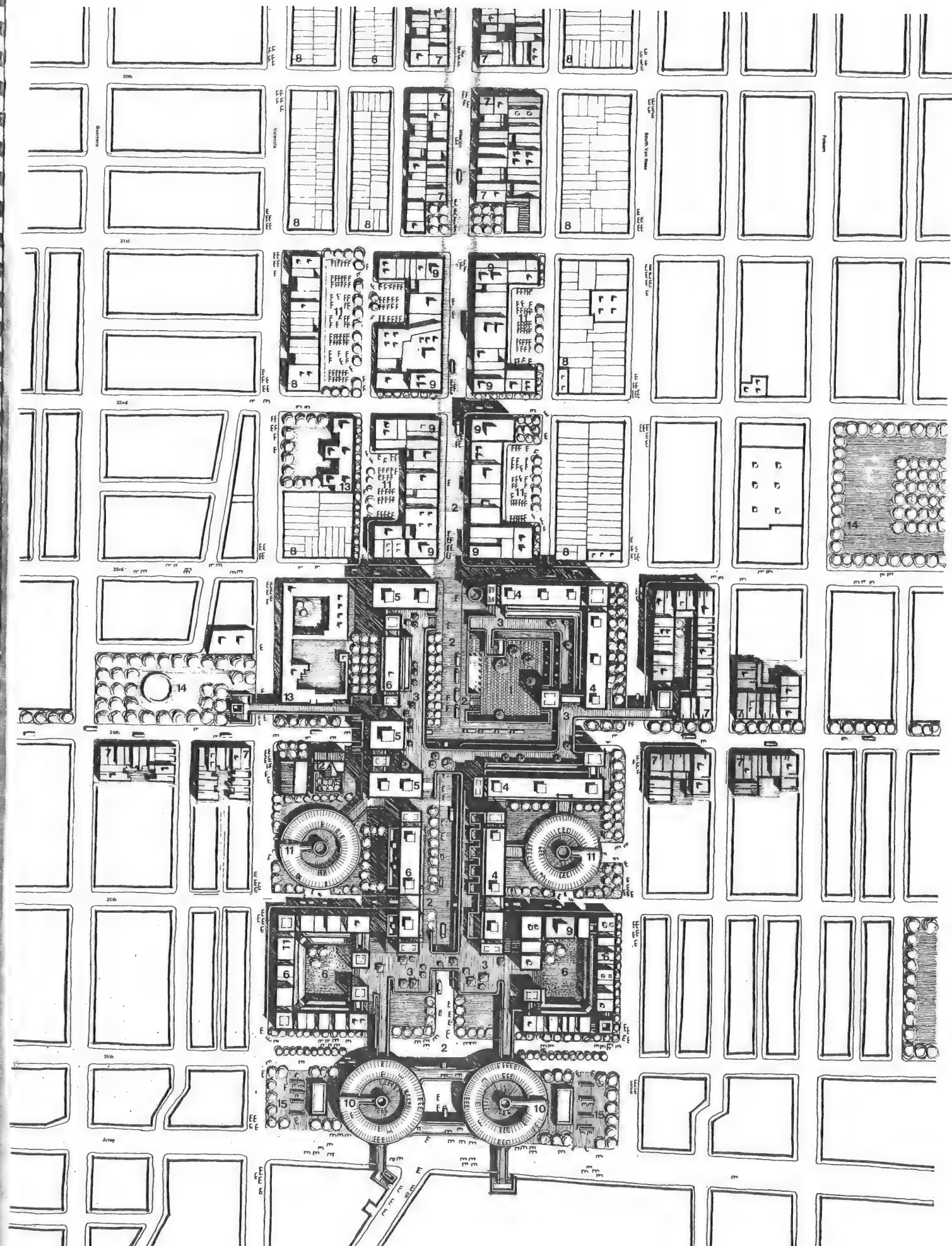
24th Street
Station Area
Early Stage Plan



24th Street
Station Area
Early Stage Plan

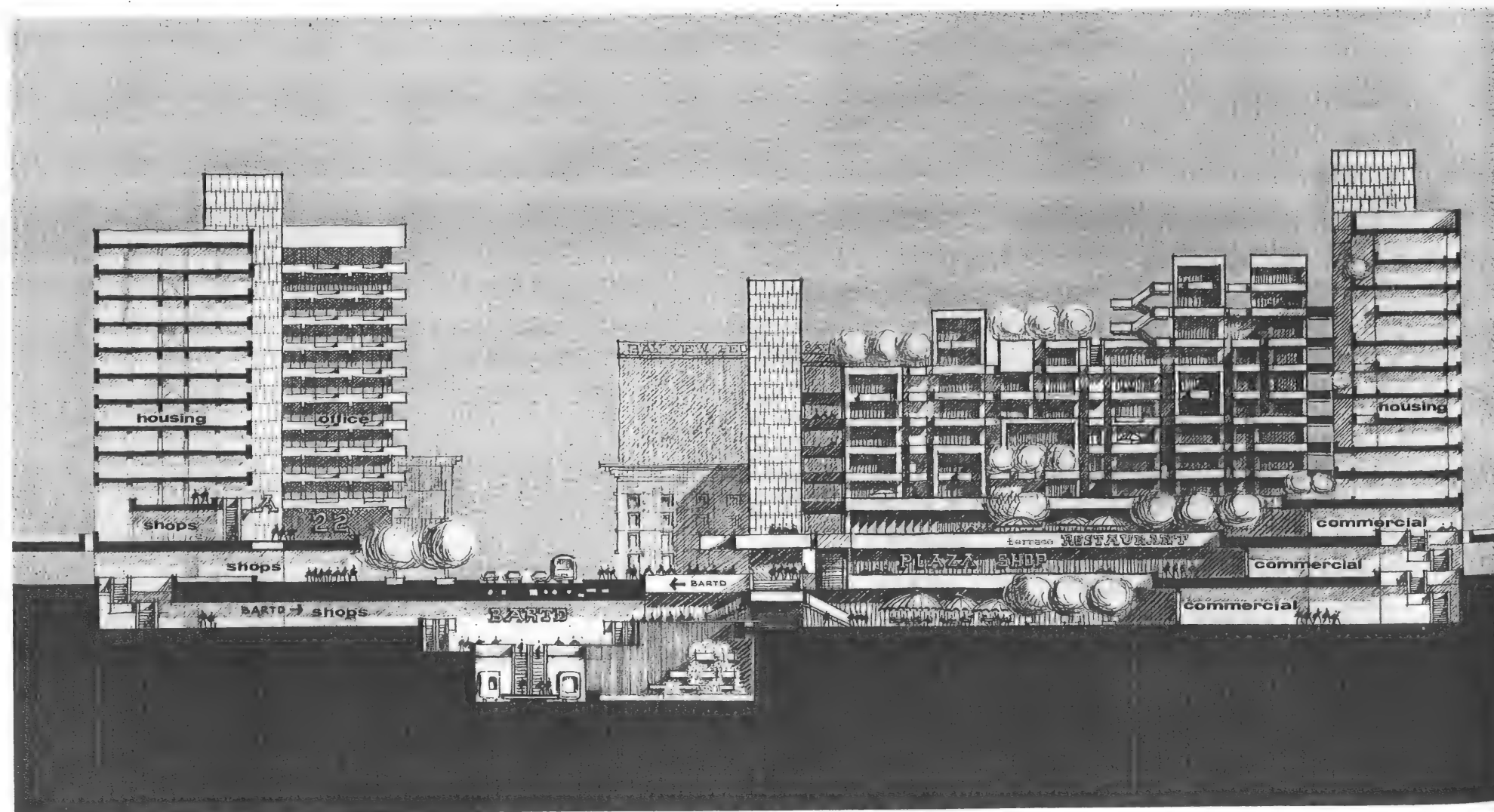


24th Street
Station Area
Later Stage Plan



- 1 Plaza and Rapid Transit Station Access
- 2 Street Level
- 3 Raised Pedestrian Level
- 4 Retail (Housing Above)
- 5 Offices
- 6 Housing (Parking Below Grade)
- 7 New & Rehabilitated Housing
- 8 Rehabilitated Housing
- 9 Rehabilitated Commercial
- 10 Long Term Parking
- 11 Short Term Parking
- 12 Library
- 13 Existing School
- 14 Proposed Park
- 15 Auto-oriented Retail

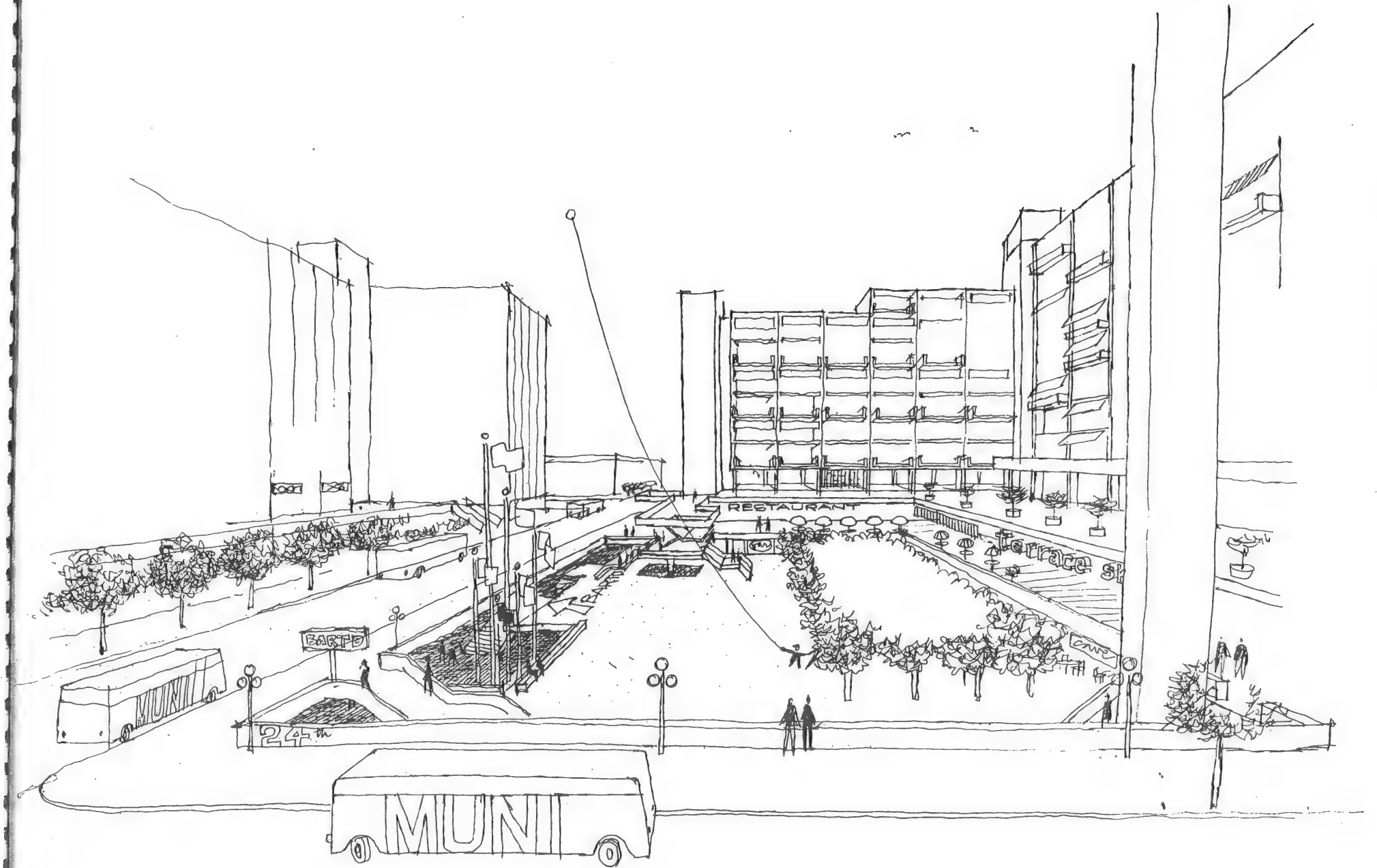
24th Street
Station Area
Section



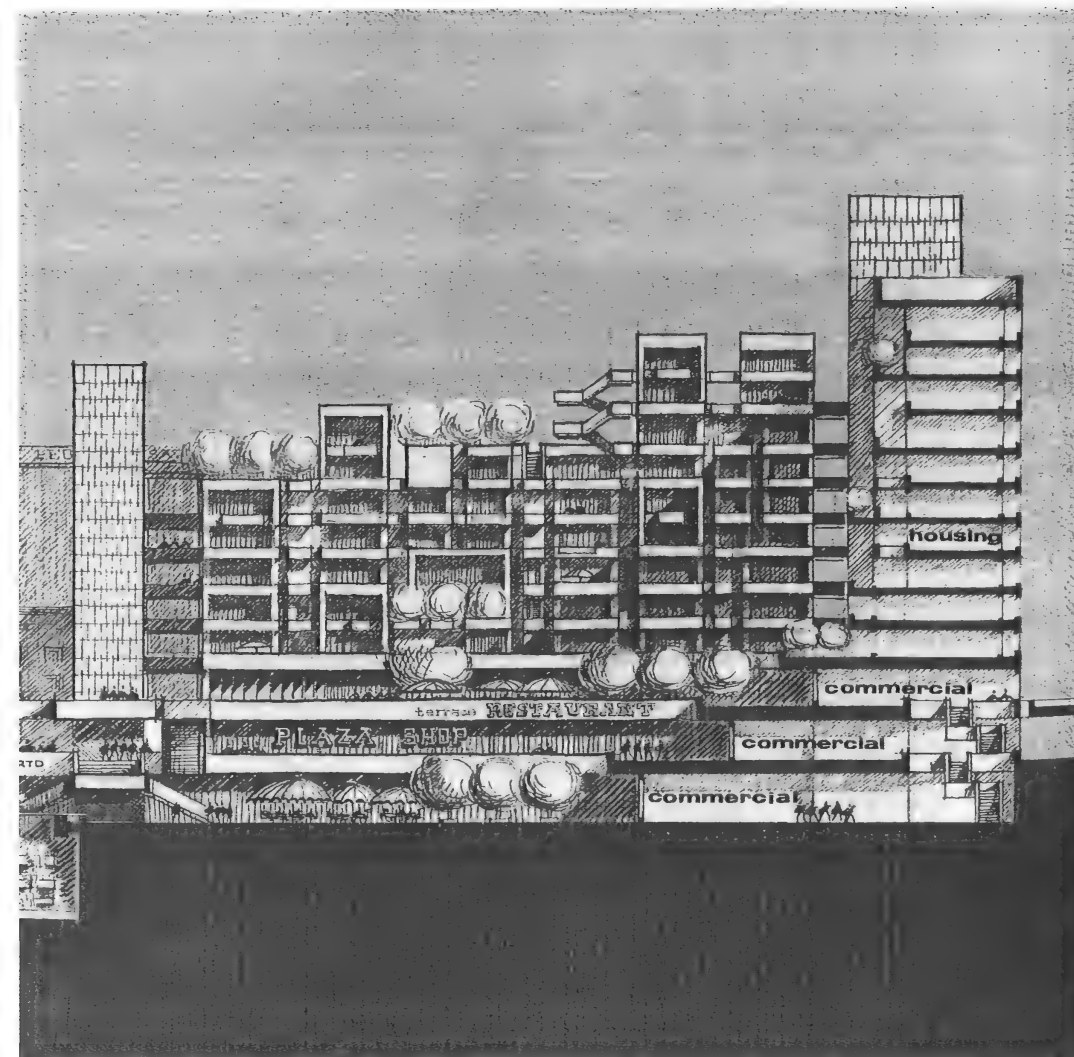
sion Street between 18th
sently appears to be in
physical condition. Nu-
xist in the shops within
advent of rapid transit
more stores away from
e new stations at 16th
n effect, transit will
mercial centers around
shops in the mid-station
needs of the immediate
siderably less commercial
red to meet this need. The
de available by this shift,
ng available property,
new medium density
using, containing family
way the commercial
etching between Army
al freeway would change
mmercial clusters des-
new residential area be-
ively define these clus-
ew and different visual
journey along Mission

Mid-Station Area and Randall Street Gateway

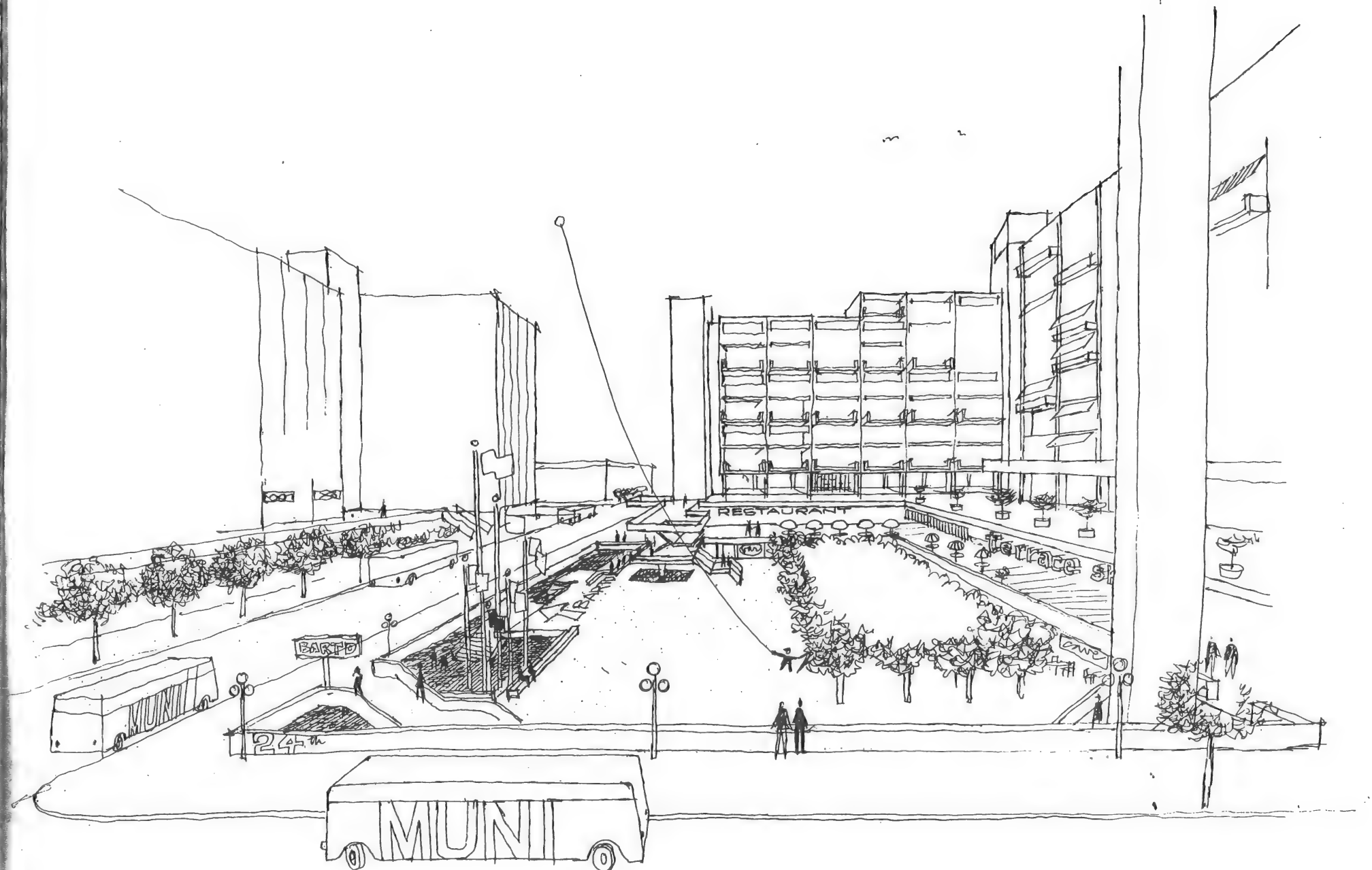
24th Street Station Area Perspective



24th Street
Station Area
Section



24th Street
Station Area
Perspective



The entrance to the Mission District from the south along Mission Street is dramatic. As the street passes between Bernal Heights and Diamond Heights, in the vicinity of Randall Street, it comes to the top of a small rise. From this point northward, the view of the Mission Valley and distant downtown buildings is revealed. Landmarks which can be seen from this point become strong orientation features. In addition, at this point the driver has a choice of several routes: Dolores Street with its procession of palm trees, Mission Street itself, and with the implementation of the current traffic plan, he will have access to Valencia Street. A detailed urban design plan of this area should be initiated to create a gateway into the Mission District at Randall Street, and to provide an efficient and easily identifiable intersection for the paths which pass through this area.

The impact of the rapid transit station at 24th Street, and subsequent development nearby may draw many stores presently located between Army and Randall Streets into the 24th Street area. A new neighborhood sized shopping center just north of Randall Street may also draw away from this area. This compaction of commercial activities, and the construction of a major new vehicular artery nearby, could provide an opportunity to create a new landscaped open space which would provide recreational facilities and enhance this gateway into the Mission District.

The area along Mission Street between 18th and 21st Streets presently appears to be in poor economic and physical condition. Numerous vacancies exist in the shops within these blocks. The advent of rapid transit will probably draw more stores away from this area toward the new stations at 16th and 24th Streets. In effect, transit will produce strong commercial centers around the stations and the shops in the mid-station area will serve the needs of the immediate neighborhood. Considerably less commercial space will be required to meet this need. The resultant space, made available by this shift, together with existing available property, could form sites for new medium density moderate income housing, containing family sized units. In this way the commercial "strip" presently stretching between Army Street and the central freeway would change into the compact commercial clusters described above. The new residential area between would effectively define these clusters and provide a new and different visual experience for the journey along Mission Street.

The entrance to the Mission District from the south along Mission Street is dramatic. As the street passes between Bernal Heights and Diamond Heights, in the vicinity of Randall Street, it comes to the top of a small rise. From this point northward, the view of the Mission Valley and distant downtown buildings is revealed. Landmarks which can be seen from this point become strong orientation features. In addition, at this point the driver has a choice of several routes: Dolores Street with its procession of palm trees, Mission Street itself, and with the implementation of the current traffic plan, he will have access to Valencia Street. A detailed urban design plan of this area should be initiated to create a gateway into the Mission District at Randall Street, and to provide an efficient and easily identifiable intersection for the paths which pass through this area.

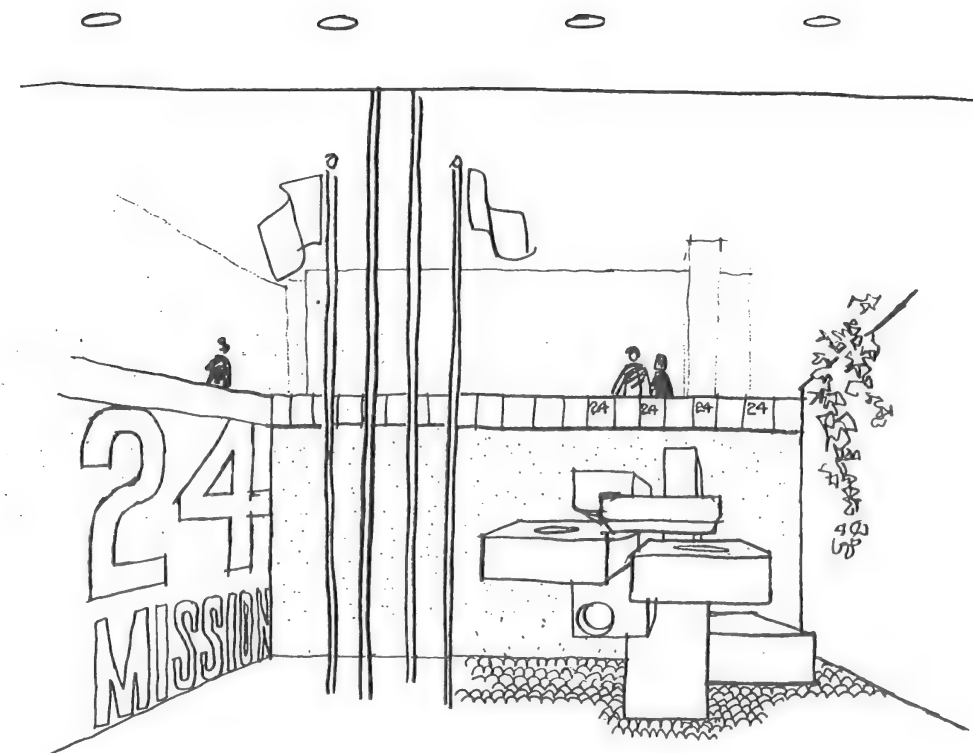
The impact of the rapid transit station at 24th Street, and subsequent development nearby may draw many stores presently located between Army and Randall Streets into the 24th Street area. A new neighborhood sized shopping center just north of Randall Street may also draw away from this area. This compaction of commercial activities, and the construction of a major new vehicular artery nearby, could provide an opportunity to create a new landscaped open space which would provide recreational facilities and enhance this gateway into the Mission District.

The area along Mission Street between 18th and 21st Streets presently appears to be in poor economic and physical condition. Numerous vacancies exist in the shops within these blocks. The advent of rapid transit will probably draw more stores away from this area toward the new stations at 16th and 24th Streets. In effect, transit will produce strong commercial centers around the stations and the shops in the mid-station area will serve the needs of the immediate neighborhood. Considerably less commercial space will be required to meet this need. The resultant space, made available by this shift, together with existing available property, could form sites for new medium density moderate income housing, containing family sized units. In this way the commercial "strip" presently stretching between Army Street and the central freeway would change into the compact commercial clusters described above. The new residential area between would effectively define these clusters and provide a new and different visual experience for the journey along Mission Street.

ion Street between 18th
ently appears to be in
physical condition. Nu-
tist in the shops within
dvent of rapid transit
more stores away from
new stations at 16th
effect, transit will
mercial centers around
shops in the mid-station
needs of the immediate
siderably less commercial
ed to meet this need. The
de available by this shift,
ng available property,
new medium density
using, containing family
way the commercial
etching between Army
al freeway would change
mmercial clusters des-
new residential area be-
vely define these clus-
ew and different visual
ourney along Mission

Mid-Station Area and Randall Street Gateway

24th Street Station Area Perspective



Implementation

Implementation of the development proposals described in this study will require further analysis to determine which technique is most suitable for each improvement. A careful blending of public programs and private enterprise appears to be an ideal way to realize these proposals in an orderly and expeditious manner.

The imminent construction of rapid transit creates an urgency to begin the implementation of these proposals, if the City is to take advantage of this construction period. Cooperation with BARTD in the development of contiguous areas around the station entrances may be mutually beneficial. Cost sharing procedures should be negotiated with BARTD wherever possible. In addition, the City should specify the revisions which may be required of BARTD proposals at the station areas to meet detailed urban design plans, and negotiate apportionment of costs where necessary.

Existing planning and development controls will require modification, and new controls will be required to meet the effect of the rapid transit stations and subsequent development. The anticipated re-arrangement of activities and densities will require zoning changes to facilitate and control this shift. New controls will be required to provide for buildings which combine several uses such as residential and commercial.

Development controls including height and bulk limits, floor area ratios and setbacks must be formulated to support the design objectives. These will be particularly important in defining the concentrations of activities around the two stations. It is in these areas that the highest buildings and the highest densities should occur, with a proportional lowering of height and density as the distance from the stations increases.

Re-evaluation of existing residential and commercial parking requirements at the two stations should occur in view of the effect of rapid transit and the anticipated new development.

Detailed renewal planning should begin as soon as possible in order to formulate an improvement program for the area. This detailed planning should go on within the framework of the general planning which is presently underway, including the Rapid Transit Corridor Study, of which this study area is a major part.

The improvement program formulated for the study area should:

1. Maximize the opportunities that will exist for the residents and merchants of the Mission District with the advent of BARTD. Thus, in the development of land immediately around each station, adequate access and egress areas and parking facilities could be provided. Public plazas and other amenities could be constructed and most importantly, a suitable framework could be provided to organize the complex development which the land surrounding each station will support
2. Minimize disruption and personal hardship to residents and merchants during the period of maximum transit impact, during and immediately following the construction of the transit line and stations
3. Provide suitable controls so that anticipated new construction is developed along sound economic, social and esthetic lines. Thus, new residential and commercial development would be specifically oriented toward the needs of existing residents and merchants. Adequate controls would also insure that new construction is compatible with existing development in the area - the majority of which would be improved through rehabilitation techniques.
4. Halt the spread of blight and deterioration, provide needed public facilities, and provide urban amenities throughout the area. An improvement program could provide parks, playgrounds, residential and commercial facilities and relieve present street congestion.

Implementation and Phasing

Graphi
private
to perm
sired ir
could k
public
order i
tance c
recogn
as well
lation
color.
identif
the vie

Phasing

The de
station
designe
phasing

At 16th
would
ty of th
new pu
ner of
16th St
would
ment o
hotel,
ties wh
plaza.
at one
more d
Mission
early p
of ped
to prov
area.
permit
period

Depen
ing co
could
resider
adjoin
northe
comme
could
16th St
ed inv
determ

Planning should begin in order to formulate a program for the area. This should go on within the general planning which may, including the Rapid Study, of which this study is a part.

Program formulated for the area.

Opportunities that will be identified and merchants in the District with the advent of the rapid transit system, in the development of the area around each station, and egress areas and facilities could be provided. Other amenities could be provided and most importantly, the work could be provided in the complex development surrounding each station.

Provision for personal services and merchants and of maximum transit and immediately adjacent instruction of the stations.

Controls so that construction is sound economic and aesthetic lines. Thus, and commercial facilities should be specific to the needs of the area and merchants. Plans would also include instruction in construction is continuing development and a majority of which is provided through rehabilitation.

Provision for blight and debris and needed public facilities and provide throughout the area. The program could provide grounds, residential facilities and reduce congestion.

Implementation and Phasing

Graphic controls including public and private signing should be established to permit clear communication of desired information. A graphic order could be devised to accent essential public information, and to maintain order in commercial signing. The distance and speed of the viewer must be recognized in these graphic systems, as well as the location of signs in relation to buildings and their size and color. Variations in the system could identify special areas, and help orient the viewer.

Phasing

The development proposed for the two station areas in this study have been designed to afford orderly and efficient phasing of construction.

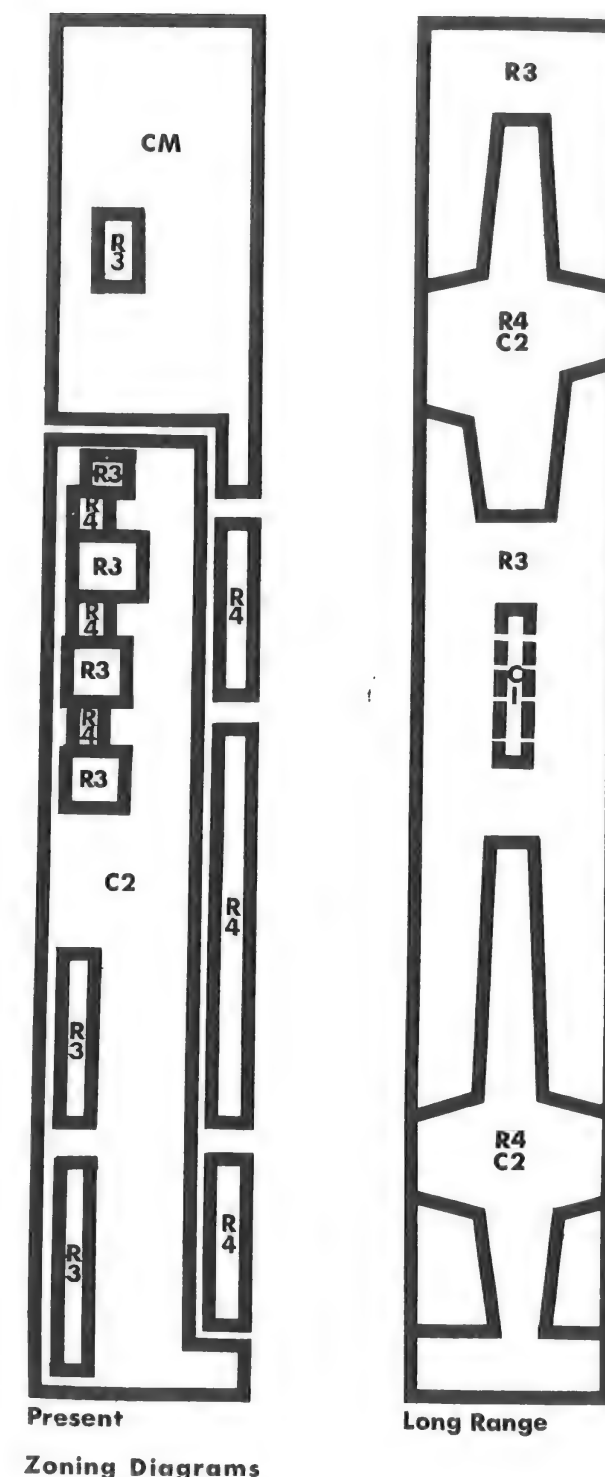
At 16th Street, initial development would occur in the immediate vicinity of the rapid transit entrances. The new public plaza at the southwest corner of the intersection of Mission and 16th Streets would be built first. It would serve as a focus for the development of the retail, office, residential, hotel, restaurant, and parking facilities which will have access to this plaza. These facilities could be built at one time or separately, by one or more developers. The rotunda over Mission Street should be built at an early phase to facilitate the movement of pedestrians at the second level, and to provide a visual focus for this station area. Alternative parking solutions permit the choice of single or multiple periods of construction of these facilities.

Depending on market demand and existing conditions, later stage development could include high and medium density residential construction in the blocks adjoining the station to the northwest, northeast and southeast. Additional commercial office and retail facilities could be provided along Mission and 16th Streets during this phase. Detailed investigations will be required to determine those buildings suitable for

rehabilitation within the area. Off-street parking could be constructed simultaneously with the new residential facilities. The urban design plans of the 16th Street station area show two stages of development.

At 24th Street, initial development at the rapid transit entrances would be similar to 16th Street. The new public plaza would be created at the northeast corner of the intersection of Mission and 24th Streets, and subsequent early stage development would focus on this plaza. As at 16th Street, these facilities could be phased or built at one time. One of the four parking structures will be required to provide for the anticipated increase in parking demand during this stage. Rehabilitation of existing commercial buildings north of the new station development should begin at the early stage and continue during all phases of construction. Proposed parking facilities in this area should be provided during this initial period of development.

As at 16th Street, later stage development will depend on market demand and existing conditions. High and medium density residential development, with adequate off-street parking, could be built to the south of the station area. Additional commercial office and retail facilities could be provided along Mission and 24th Streets. Additional parking structures could be built during later stages to meet increased parking needs. The urban design plans of the 24th Street station area show two stages of development of this area.



The construction and operation of rapid transit along Mission Street, and the location of the two stations at 16th and 24th Streets will significantly change many aspects of life in the Mission District.

The population, size of households, income levels, activity and density patterns, height and bulk of buildings, number and type of residential units, type and quantity of office, retail and industrial space, circulation and parking patterns, and the visual image of the area will be altered with the advent of rapid transit.

The opportunity exists to capitalize on the changes brought about by rapid transit, in order to alleviate some of the existing problems of the Mission District, by the careful blending of public action with private enterprise.

If this opportunity is to be realized, improvements to the area would ideally go on simultaneously with rapid transit construction. In this way, disruption and inconvenience would be minimized. Cooperative efforts of the City and BARTD in the construction of the areas immediately adjacent to the station entrances may be mutually beneficial.

Improvements which could be realized through the use of implementation techniques include new housing for all income groups, new and improved community services, increased shopping activities, increased tax revenues, and the improvement of the visual environment by the inclusion of design factors in the development process.

Specifically, rapid transit construction will change the Mission District in the following ways:

1. Change the location and character of commercial activities along the length of Mission Street
2. Magnetize old and new activities into concentrated clusters centered on the rapid transit stations at 16th and 24th Streets
3. Increase property values in station areas, producing an economic basis for higher densities and floor area ratios, and taller buildings
4. Increase the variety and choice of shopping activities
5. Cause a change in character and intensity of some retailing on Mission Street between 18th and 21st Streets
6. Radically alter the form and appearance of the areas in the immediate vicinity of the stations
7. Produce secondary changes, similar to those on Mission Street, along 16th and 24th Streets east and west of the stations
8. Increase parking demand in station areas
9. Increase tourist and visitor accessibility to Mission Dolores and other landmarks
10. Provide new image potentials and characteristics for the Mission District

Conclusions

transit construction
sion District in the

ation and charac-
al activities along
ission Street

and new activities
ed clusters center-
transit stations at
treets

ty values in sta-
lucing an economic
densities and floor
taller buildings

riety and choice
ivities

in character and
e retailing on Mis-
een 18th and 21st

the form and appear-
as in the immediate
stations

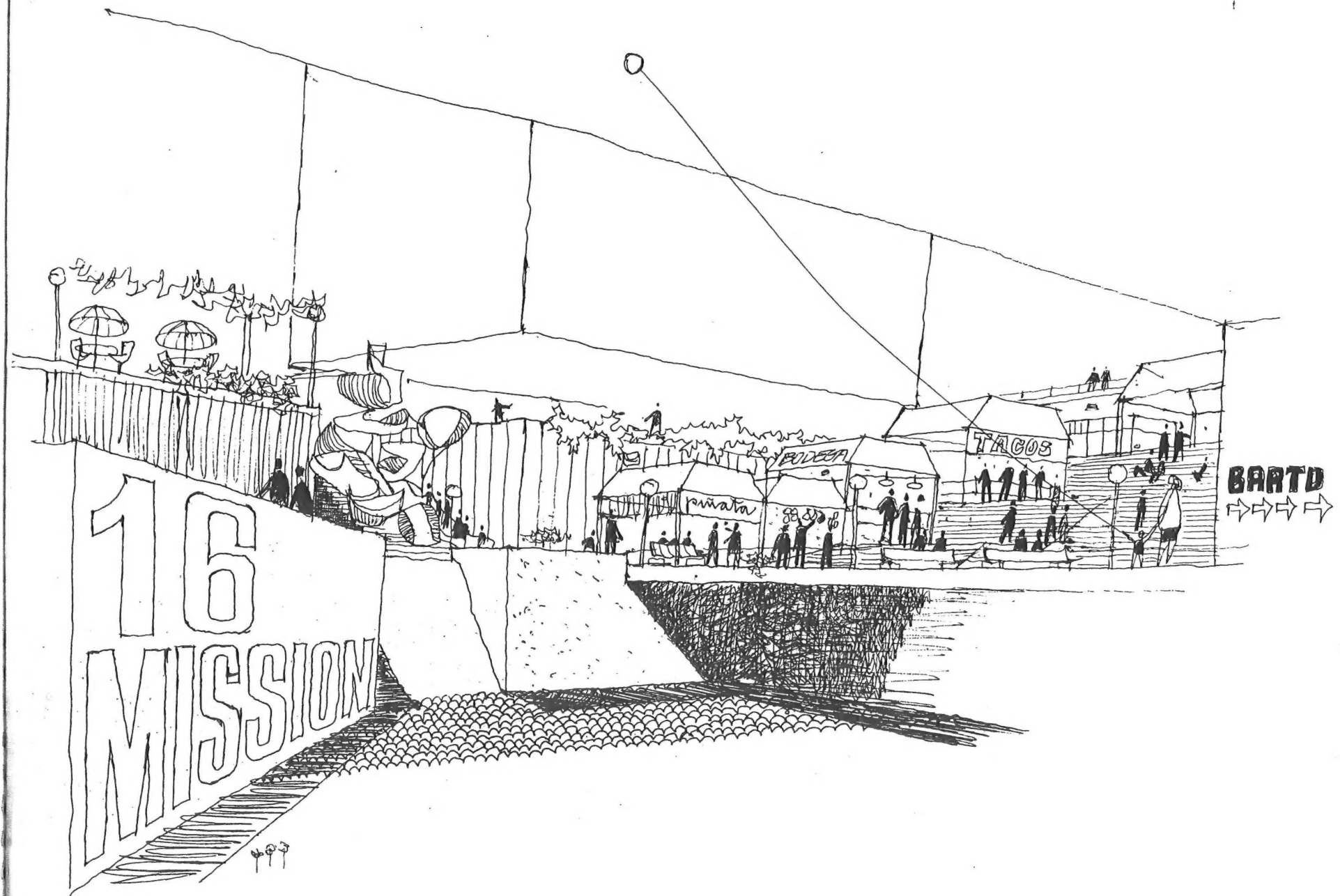
ary changes, simi-
Mission Street, along
reets east and west

g demand in station

and visitor ac-
ission Dolores and

age potentials
ics for the Mission

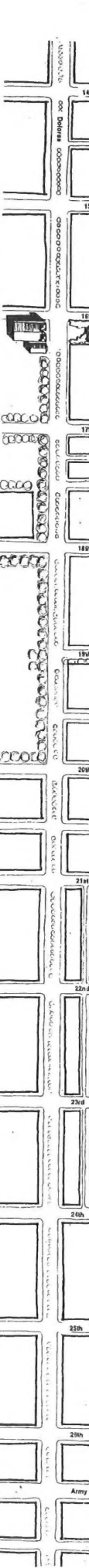
16th Street Station Area Perspective



It is recommended that the City through appropriate agencies:

1. Develop detailed urban design plans of public plazas adjoining the rapid transit stations at 16th and 24th Streets in cooperation with the Bay Area Rapid Transit District
2. Implement these plans to create the plazas and connections to the rapid transit stations by public action or private means
3. Initiate detailed planning and implementation studies of the proposed development in the blocks surrounding the two station areas
4. Modify existing planning and development controls, and establish new controls where required to meet the impact of the rapid transit stations, and subsequent anticipated changes and needs
5. Initiate detailed renewal planning in order to formulate an improvement program for the study area within the framework of the General Neighborhood Renewal Plan
6. Initiate preliminary design studies of sites along Mission Street between 18th and 21st Streets for moderate income housing
7. Implement east-west pedestrian walkways and open space connections including tree planting, new parks and sitting areas, and pedestrian crossings at streets
8. Develop a program for the construction of parking facilities within the area in accordance with a comprehensive plan
9. Initiate preliminary planning studies of the areas along 16th Street west to Mission Dolores, and eastward along 24th Street.
10. Initiate detailed urban design studies of the major "gateways" to the Mission District, including the Randall to Army Street corridor, and the Duboce to Market Street area
11. Initiate detailed urban design studies of areas requiring special attention including the Bayshore Freeway - Potrero Hill edge - the Mission and Army Street intersection area, and special street studies of Mission, 16th and 24th Streets

Recommendations



Primary planning areas along 16th Mission Dolores, long 24th Street.

Urban design major "gateways" District, including to Army Street the Duboce to area

Urban design requiring special along the Bayshore area Hill edge - the Army Street intersection - special street on, 16th and 24th

Recommendations

Plan

